

A CASE STUDY OF A SCHOOL DROPOUT PROJECT
ADMINISTERED BY THE FULTON COUNTY DEPARTMENT OF FAMILY
AND CHILDREN SERVICES

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TABLE OF CONTENTS

	Page
LIST OF TABLES	iii
Chapter	
I. INTRODUCTION	1
Rationale	1
Evolution of the Problem	4
Contribution to Educational Research	5
Statement of the Problem	5
Purposes of the Study	6
Definition of Terms	6
Method of Research	7
Research Procedures	7
Survey of Related Literature	8
Scope of the survey	8
Previous significant projects	8
Dropout subculture	11
Significant government publications	18
Pertinent articles and studies.	22
II. BACKGROUND OF THE PROJECT.	28
Realization of the need for the Project	28
Pilot Project	29
Initial Period of the Main Project	30
Formation of BEES-Biz, Incorporated.	32
Services for Clients	33
Project BEES	33
Initial services	33
Standard services.	34
BEES-Biz, Incorporated.	37
Standard services.	37
Source of Clients.	39
Referrals from Department of Family and Children	
Services	39
Referrals from other sources.	40

TABLE OF CONTENTS - Continued

Chapter	Page
Clients of the Project	41
Description of the clients	41
Supplementary Monetary Grants to Parents	55
Interaction With Other Community Agencies	57
Advisory Board	57
BEES-Biz, Incorporated	58
Division of Vocational Rehabilitation	59
State Department of Labor	61
City of Atlanta and Fulton County Public Schools	62
Juvenile and Adult Probation Departments	62
Armed Forces	63
Economic Opportunity Atlanta, Incorporated	64
Neighborhood Youth Corps	64
Job Corps	65
Youth Opportunity Center	67
Summary of Clients Involved in Other Agencies'	
Activities	69
Termination of the Project	70
Span of the project	70
Funding procedures	70
Initiation of other programs	71
Reorganization of the Department of Family and	
Children Services.	73
Evaluation of the project's effect.	74
III. SUMMARY, CONCLUSIONS, IMPLICATIONS AND RECOMMENDATIONS .	78
Summary of Related Literature	80
Summary of Findings	81
Conclusions	84
Implications.	85
Recommendations	86
BIBLIOGRAPHY.	88
VITA	93
APPENDIX	94
Illustrative Case Histories	95
Client A	96
Client B	101
Roster of Project BEES Advisory Board	106

LIST OF TABLES

Table	Page
1. Number of Clients by Race and Sex	42
2. Intelligence Quotient of Clients	43
3. Reasons Given for Dropping Out of School	44
4. Schools Attended Last By Clients By Systems	45
5. Presence or Absence of Parents in Home	46
6. Number of Other Siblings in the Home	48
7. Age of Clients At Time of Entrance to the Project	49
8. Attained Grade Level At Time of Entrance to the Project .	50
9. Frequency of Offenses	52
10. Clients Involved in Other Agency's Activities	69

CHAPTER I

Rationale.--Students from low-income families have been dropping out of school at a high rate over a period of many years without having gained even the most basic knowledge so desperately needed in today's highly technical and specialized society. These young people have either not been able to learn for various reasons or they have not been willing or able to take advantage of the opportunities offered to them to learn so that they could become productive and useful citizens.

Most of the causes for the student's lack of interest or concern with their education and the myriad ramifications stemming from their failure to receive adequate preparation can be directly traced to the students' lack of the necessary finances to make them a part of their social milieu. In a study conducted by the United States Department of Labor in conjunction with the 1960 Census, one out of four boys aged 16 to 17 from families with incomes under \$3,000 were out of school, compared with only one out of ten from families with incomes of \$7,000 or more.¹ Without the items which most teenagers consider to be absolute necessities of life, one can not expect that these youths, already emotionally,

¹U.S. Department of Labor, Manpower Report of the President and a Report on Manpower Requirements, Resources, Utilization, and Training, March, 1966 (Washington: U.S. Government Printing Office, 1966), p. 92.

intellectually, and culturally retarded, will be able to accept the fact that they will not be able to have these items which are possessed by the majority of their schoolmates. Long-term deprivation takes its toll in the form of disinterestedness in the functioning of the larger society surrounding the youth whose homes and families can take no real part in this larger society. Furthermore, one can not expect the progeny of these conditions to actively support the ambitions and aspirations inculcated in our middle-class oriented culture, such as marrying, having and supporting a family, maintaining steady employment, and taking a part in the responsibilities of government with consequent regard for the rights and privileges of others. On the contrary, having been exposed in their formative years to conditions which provided them only deprivation and degradation, and lacking the intervention of any extraneous social forces which would tend to ameliorate the common pattern of socioeconomic conditions to which they are apparently destined, one can well understand the overt behavior which results when tensions surpass what has been the norm for them.

It has been estimated that, at current, delinquency rates between three and four million youngsters (10 to 17 years old) will be brought to the attention of the courts in the next decade for delinquency charges other than traffic offenses. Fully three-fourths of these youngsters will be from that segment of the population considered to be economically deprived.¹

¹U.S. Department of Labor, Office of Manpower, Automation and Training, Young Workers: Their Special Training Needs, Manpower Research Bulletin No. 3, May, 1963 (Washington: U.S. Government Printing Office, 1963), p. 10.

Our society has at last realized that there is a great human potential going to waste among this particular group of individuals. We have become aware that there may be some means by which can be eliminated the scourge of poverty both in our cities and in our rural areas. We have decided to make an attempt to reclaim those lives previously given over to the incipient decline of self-respect that comes with the inability to get and hold an adequate job with a good salary. It has been demonstrated that patterns of education are deeply rooted in the socioeconomic situation of families and that they are transmitted from one generation to the next, making the task of keeping young people in school both more urgent and more difficult.¹ Attitudes which negate "book learning" originate with the parents in response to frustrations they encounter and these attitudes are accepted by the children and reinforced repeatedly in the depressed environments.

What is desperately needed is to find some means whereby these youths can be given insights into other worlds to prove to themselves that there really does exist a pattern of living which is worthy of their highest strivings. These young people need to be made aware that our society has a deep and sincere interest in their well-being and that we are willing and ready to assist them with the solutions of their problems, consistent with the resources they have to offer. Many programs, publicly and privately financed, are now in operation in an attempt to reach and to motivate the members of these "disadvantaged groups" to help themselves to

¹Manpower Report of the President, p. 93.

break the vicious cycle of poverty. Even though there are many such groups in current operation, there remains such a large gulf between what is needed and what is being done that it will be many years before any substantial inroads can be made. We have, however, initiated our efforts, and that is by far the most difficult step.

Evolution of the problem.--Attention has been focused for some time on the growing number of persons receiving public assistance in the Atlanta area. One form of assistance in particular, Aid to Families with Dependent Children, has skyrocketed to an all time high in relation to the number of children and families served by it. Nationwide, the assistance expenditures in the AFDC program nearly doubled from 1951 to 1961, while the number of children covered by it rose by about 60 per cent.¹

The Fulton County Department of Family and Children Services, realizing that the growing numbers of children who were receiving AFDC payments in the county was becoming dangerously large in relation to the total funds appropriated for the program, decided to embark on a project to investigate the propensity of AFDC youths to drop out of school at the first opportunity and to attempt to render employable those youths who had already dropped out of school.

A pilot study was conducted in the West End Section of Atlanta in early 1964. The results showed the possibility of success on a

¹U.S. Department of Health, Education and Welfare, Welfare Administration, Bureau of Family Services, Dependent Children and Their Families (Washington: U.S. Government Printing Office, 1963), p. 10.

larger scale and the County decided to go ahead with a full scale project, it first was to be known as the Business, Education, Employment Services Project. Funds for operation of the project were obtained from the United States Department of Health, Education and Welfare, and the project became operative in July, 1964. The writer was employed as a staff member and continued with the project until its termination in July, 1966. The information garnered by the staff during the life of the project could well be of value to educators, lay persons, and interested agencies. A concerted effort to report the findings of the project and the processes and refinements used in its lifetime would be beneficial to any person who has dealings with youths who derive from low socioeconomic conditions.

Contribution to educational research.--Due to the unprecedented amount of research which has been conducted in the field of school holding power (and also in manpower development and human resource potential), it was felt that the information which could be imparted by a study of the workings of a school-dropout project designed to help welfare recipients would be of inestimable value to those persons concerned with the assimilation of certain subcultures into the mainstream of American life. It is hoped that the errors and successes found in this project will serve as guideposts to future researchers and to contemporaneous practitioners in the field of interpersonal relationships.

Statement of the problem.--The problem central to this study was a binary one: (1) to describe in detail the operations of the Business, Education, Employment Services Project administered by the Fulton County

Department of Family and Children Services, and (2) to relate the operations of this project with the work previously done in this area and with the work now being conducted by various agencies in the immediate Atlanta area.

Purposes of the study.--The major purpose of this study was to present a detailed description of the activities and operations of the Business, Education, Employment Services Project. More specifically, however, this study purports:

1. To collect and order the findings of the research project with a view toward drawing inferences from and establishing general principles out of these findings.
2. To describe and analyze in detail the methods and materials used by the project in its efforts to rehabilitate hard-core school dropouts.
3. To present representative cases as illustrative of the subjects encountered in the project.
4. To describe in detail the subjects of the project, including such items as intelligence quotients, ages, number of other children in the home, presence or absence of parents in the home, court records, school records, projective test results (of selected representative subjects), and socio-sexual behavior where available and pertinent.
5. To describe and analyze the interrelationships of the project with other agencies and institutions in the Atlanta area.
6. To assess the relative effectiveness of the project's activities in comparison with other similar or related agencies and institutions in the Atlanta area.

Definition of terms.--The following terms which are used in this study should be viewed in the light of their stated definitions.

1. Aid to Families with Dependent Children - This is a type of assistance funded largely by the federal government, with some small amount of the total funds being paid by the state and the county. This assistance provides for social services and the payments of grants to children who are 18 years old or younger and who are in school who are deprived of parental support or care because of the death, continued absence, physical or mental incapacity, or unemployment of a parent, and who live in the home of a parent or specified relative.
2. Hard-core Dropout - A youth who derives from a family where school attendance is deemed unimportant and unnecessary and who had received previously the services of the available school personnel in an effort to either encourage him to remain in school or to return to school if he is already out.
3. Public Assistance - A so-called "welfare" payment made to individuals and/or to families who have demonstrated their need according to the statutes of the county, state and federal government. This is a generic term which covers all forms and types of grants and payments under the Welfare Section of the Social Security Laws.

Method of research.--The case study method of research was used in this study. The case study method was deemed most appropriate since it, "...comprises a careful and comprehensive analysis of the development and status of one individual, group, or institution."¹

Research procedures.--The procedures for conducting this study entailed the following steps:

1. Examining proposals and evaluative reports of the project.
2. Collecting and ordering the necessary data on the subjects.
3. Examining interrelationships of the project with the other agencies and institutions in the Atlanta area.

¹Tyrus Hillway, Introduction to Research (New York: Houghton-Mifflin Company, 1963), p. 244.

4. Deriving findings, conclusions, implications, and recommendations from the analysis and interpretation of the data.
5. Incorporating the findings, conclusions, implications, and recommendations in the proper form for the finished thesis.

Survey of related literature

Scope of the survey.--Owing to the relatively novel aspects of the project under consideration, it was necessary to screen the multiplicity of materials available on school dropouts such that the basic objectives of the study could be properly obtained. Many very important studies pertaining to dropouts were omitted from the survey since their orientation was incompatible with the design of the current study. It was found, however, that the primary source of related literature in this field was in publications issued by the Federal Government. Very few books had adequate coverage of the specifics which needed to be covered by the study.

Previous significant projects

The National Education Association's Project: School Dropout, under the direction of Daniel Schreiber, has produced some very important knowledge about dropouts, their characteristics, their attitudes and ideas, and their ostensible reasons for leaving school. The project also propounded some ideas on how they could be encouraged to stay in school.

In The School Dropout, Schreiber serves as editor and coordinator of a collection of papers presented at a multidisciplinary

symposium of educators and social scientists. One of the participants, Ralph W. Tyler, states, "There are no experts in the problem of school dropouts. Each participant brings to the problem a particular perspective, and a special style of dealing with problems which is born of his own experience."¹ This statement is found to be true in all aspects of the dropout problem. Whenever one encounters what appears to be the principal reason for a dropout's decision to leave school, there immediately appears another, equally important reason. In the school dropout project here in Atlanta, we also found it beneficial to enlist the support of a variety of disciplines in order to gain a well-rounded approach to the total problem.

S.M. Miller, another participant included in The School Dropout, writing in "Dropouts - A Political Problem," identifies four distinct types of low-income dropouts, which he admits do not fully cover the spectrum of all dropouts in this category. The four types are: School-inadequate, school-rejecting, school perplexed, and school-irrelevant.² A discussion of these four types reveals that Mr. Miller is concerned mainly with those certain families who do have jobs of sorts, and who do have incomes which are earned. In contrast to this situation, in the Atlanta project, all the participants were recipients of some form of welfare payments, and received no wages or earnings at all. Mr. Miller refers to the dropout problem as a political one, and it most certainly has

¹Daniel Schreiber (ed.), The School Dropout (Washington: National Education Association, 1964), p. 7.

²Ibid., p. 13.

discussion of the increasing holding power of almost all of the nation's school systems. The summary states, "Two-thirds of the school systems showed gains in holding power during the four year period, 1960-1963, inclusive."¹ This is a trend that is expected to continue since up until the recent decade, there was ample opportunity for a young person who did not finish high school to find employment and to make a decent living. The advent of automation and the subsequent decline in unskilled jobs has served to place major emphasis on the needs of the dropouts. We are concerned, as the late President Kennedy said, with "the emphatic need for technical rather than ideological or philosophical approaches to the problems which confront us."²

Dropout subculture

Several important studies have been conducted on the present status of the so-called "youth subculture" in America. One particularly significant work is that of Edgar Friedenberg. In his book, Coming of Age in America, he discusses that the teenage population is now deemed to be "a minority group that is gaining status and being assimilated"³ into the dominant culture, with all the conflicts usually associated with the merger of two separate groups into one group. Mr. Friedenberg sees

¹Daniel Schreiber, Holding Power/Large City School Systems (Washington: National Education Association, 1964), p. 53.

²Daniel Schreiber, Holding Power/Large City School Systems (Washington: National Education Association, 1964), p. 36, citing a speech by President John F. Kennedy.

³Edgar Z. Friedenberg, Coming of Age in America: Growth and Acquiescence (New York: Random House, 1965), p. 9.

the dropout problem in the larger context of the egregious growth in misunderstanding which is occurring in our country, and in many other countries of the world. In his chapter entitled, "The Structure of Student Values," Mr. Friedenberg reiterates his central theme that there exists a basal force in the adolescent psyche which must be comprehended by any adult who wishes to understand any of the machinations of the adolescent organism. While not professing to be fully cognizant of all the ramifications of the huge field himself, Mr. Friedenberg does lend the impression that he has made substantial progress toward achieving some rapport with the teenage culture.

Mr. Friedenberg also assumes a controversial stance when he states, "Basically, then, I disapprove of compulsory school attendance."¹ Taken in his larger meaning, Friedenberg is saying that there should be a diversity of schools which will serve all the needs of the students of the country in institutions which have as their goal the proper education of the particular caliber of students they choose to enroll. This idea, if accepted, generally would without doubt eliminate the problem of dropouts, for then there would have to exist some means for occupying the time of all those youths who chose not to attend school. There would be no dropouts, technically speaking, since there would be no discrimination between those students who attended school, and those who did not. This is a highly improbable situation, but it is an interesting one to consider.

In Coleman's The Adolescent Society, some of the same ideas are

¹Ibid., p. 249.

voiced, but there is considerably more restraint in the scope of the mutations advocated. In explanation of the disoriented aspects of American youth, Coleman says, ". . .in a rapidly changing, highly rationalized society, the 'natural processes' of education in the family are no longer adequate. They have been replaced by a more formalized institution that is set apart from the rest of society and that covers an ever longer span of time. As an unintended consequence, society is confronted no longer with a set of individuals to be trained toward adulthood, but with distinct social systems, which offer a united front to the overtures made by adult society."¹ Teenagers as a whole have always been disassociated from their parents and from adults in general, but there is an ever-widening gap in communication in our time which is making havoc with our old systems of education and rearing. The dropout problem is one facet of this disintegration of ideology. To understand the teenage dropout, one must redirect his thinking and accept a new configuration of values, goals, aspirations, and means and methods of obtaining them. This is the first step to take in any study of the youth of America today.

Another example of youth subculture functions at work is cited in Muriel Crosby's An Adventure in Human Relations, detailing the avalanche of problems which beset the Wilmington, Delaware school system in the early 1960's. A cooperative program utilizing all the

¹James Coleman, The Adolescent Society (Glencoe: The Free Press of Glencoe, 1961), p. 4.

resources of the community was marshaled to head off the problems as best they could. School leaving was one of the major areas of attack in the programs set up. Factors which were operating to increase school leaving (and the other problem areas, also) were in-migration of the poor to the City, out-migration of the better-off to the suburbs, desegregation, and a shortage of competent teachers.¹ Much the same system was used in Wilmington as was used in Atlanta in our project. The aid of all the various agencies in the City was solicited, and all were invited to do as much as they possibly could in their own fields to further the aims of the master program. The Wilmington program was successful, and the Atlanta program, was to a somewhat more limited extent. Adventure will serve as a prototype of the cooperative community action plans which are now spreading throughout the country. Exact comparison with the Atlanta project can not be drawn since there were two distinct and separate groups of subjects with whom each project was working.

Dentler and Warshauer's Big City Dropouts is sociologically oriented in its approach to the dropout problem, holding as central to its purpose the accumulation of the necessary statistics to exhibit a pattern of school leaving throughout several large American cities. The authors present a catalogue of attributes common to high school dropouts, as they were able to assess them. This catalogue of attributes resembles those found in many other works, with one difference,

¹Muriel Crosby, An Adventure in Human Relations (Chicago: Follett Publishing Company, 1965), p. 11.

which is that the authors go one step further and extrapolate from the available data. The conclusions they are suggesting are that all types of cataloging tend to draw attention away from the school, its program, and its staff and direct us toward developmental failures.¹ The dropout problem is not one that can be fragmented. It must be considered in its entirety in the context of the society as a whole. To exclude any portion of the problem from scrutiny is to negate the entire study. Cultural variations within and between regions of the country are shown to have varying degrees of effect on the schools and the school-age population. Many of the subcultural aspects of the teenage milieu are cited as progenitors of difficulties which obtain in the larger society due to lack of understanding and acceptance. The ineluctable conclusion to be drawn is that there must be a greater interaction between the teenage culture and the larger culture of the adult world. The only problem remaining is to determine how to accomplish this greater interaction.

In Strom's Teaching in the Slum School, he stated that an ideational value called the extended family is a developing problem which will have significant overtones in the study of the adolescent subculture. In an explanation of the term "extended family," Strom quotes Sir Winston Churchill: "We shape our buildings and afterwards our buildings shape us."² The overcrowded conditions of typical slum

¹Robert A. Dentler and Mary Ellen Warshauer, Big City Dropouts (New York: Center for Urban Education, 1965), p. 5.

²Robert D. Strom, Teaching in the Slum School (Columbus, Ohio: Charles E. Merrill Books, Inc., 1965), p. 3.

sections produces a unique effect on the subculture of the youths who are compelled to spend their formative years in these deprived conditions. "Persistent crowding from early life seems to affect adversely the self-sufficiency of slum children, their ability to be alone, and their sense of individuality."¹ The propensity of the teenager to move in groups and to conform to "fad" appurtenances serve as examples of the conditioning effect this overcrowding has on slum children. To be sure, many of these same remarks could be made of children who do not derive from slum conditions, but there is a matter of degree of conditioning related to the need for the teenager to "stick together" against the outside, adult world.

In a further insight into the discrepancy between what is expected of the schools by low-income parents and what they ostensibly receive from the schools is given by Strom. "The problem (what is expected of the school) appears to center about role misinterpretation and communication."² Again, what is needed is some means of convincing both the parents of the slum child, and the child himself that there is a benefit to be obtained from adequate communication, and that this communication is of dire importance to the future of the child in the larger world of middle-class oriented values and aspirations. The question arises: Is the school properly concerned with an effort to inculcate middle-class values into the life-experience of the lower-class

¹Ibid., p. 5.

²Ibid, p. 22.

child? An interchange of ideas between the two overtly antithetical cultures is definitely needed so that this question will resolve itself.

Pursuing the difficulty of the "new minority" of the teenage subculture, Cervantes, in his book, The Dropout, quotes Secretary of Labor Willard Wirtz: ". . .the inability of our economy to absorb the dropout is one of the most explosive social problems in the nation's history."¹ Cervantes goes on to say that before one can begin to deal with the problem, one must "know the genesis of the social pressures and situational inadequacies that produce this autochthonous new minority known as the 'Dropouts'."² After we have determined, after a fashion, the genesis of these pressures and inadequacies, we can begin to formulate some hypotheses about how we can bring about a greater homogeneity in our culture. To achieve this, intensive study must be devoted to the dropout on his own home ground. The Atlanta project attempted to do this on a limited scale and saw some success with it. In all efforts where the dropout has been required to leave his "territory," it has been found that those who did leave were not truly representative of the group of dropouts as a whole.

In the final consideration of the problem of the school dropout,

¹Lucius F. Cervantes, The Dropout: Causes and Cures (Ann Arbor: The University of Michigan Press, 1965), p. 5.

²Ibid., p. 5.

the dropout subculture, the adolescent subculture, and the standard American adult culture will all have to be synthesized to form a cohesive whole. It is much easier to say this than it will be to do it, but the recognition of the need for greater cohesion is the first step toward its accomplishment.

Significant government publications

A publication of the Welfare Administration of the United States Department of Health, Education and Welfare was especially helpful in grasping an overall understanding of the role played by AFDC in the school dropout problem. Dependent Children and Their Families gives a comprehensive overview of the statistics of who receives AFDC, the background of many of the characteristics recipients, and an analysis of the future of the AFDC program. This information is highly pertinent to the Atlanta project since one of the prime requirements for participation in the project was that the client had to reside in a household in which there were recipients of AFDC grants.

In the publication emphasis is placed on how dependency develops how race and place of residence play an important part in the dependency picture, and how attitudes, skills, and education of the parents affect the children. According to the survey made by the Welfare Administration in 1961, twenty-one percentum of the illegitimate children born in this country were receiving assistance under AFDC programs.¹ Most of the

¹U.S. Department of Health, Education and Welfare, Welfare Administration, Dependent Children and Their Families (Washington: U.S. Government Printing Office, 1963), p. 24.

homes have only one parent present, due to desertion, death, and other causes. Fully 67.2 per cent of the AFDC homes were fatherless, while only 22.7 per cent were motherless.¹ These facts have an astounding effect on the personalities of the children reared in these homes. As evidenced in the Atlanta project, the occurrence of neuroses and psychoses were almost treble the number for the general population as shown on projective tests administered by a licensed psychologist.

The Manpower Report of the President contains many important items for use in dealing with school dropouts. It contains statistics on the enrollment of MDTA courses, Job Corps camps, the Neighborhood Youth Corps, and other organizations which have a special concern for the youth of America. While the Report is heavily oriented toward the problems of employment and job security, it must of necessity also delve into those areas of causation and correction of deficiencies which make employment and job security more difficult. Specifically, there are given national norms by which can be judged the relative effectiveness of the Atlanta project's efforts on the basis of employment, retraining, and acceptance into Job Corps and other placements. As the report states, "Clearly, an effective program must recognize the need to repair major educational edficiencies and, often, to use new educational tools and techniques for this purpose."²

¹Ibid., p. 12.

²U.S. Department of Labor, Manpower Administration, The Manpower Report of the President (Washington: U.S. Government Printing Office, 1966), p. 91.

In Young Workers: Their Special Training Needs, another publication of the Labor Department's Manpower Administration, there is cited the fact that approximately twelve million youths under the age of eighteen are in families whose total money income was less than \$3,000 in 1961.¹ Race, delinquency, low income status, and other handicaps all work together to weigh down the young man or woman who aspires to have a part in "the good life."

In Social Development: Key to the Great Society, mention is made of the heavy loads being borne by the social workers in each of the states in administering the AFDC program. It is noted that the average case load includes sixty-three families, containing 190 children, of whom two-thirds are of school age.² Statistics covering the health status of the children are also mentioned, in which it is noted that there are approximately five of the 190 children who are mentally retarded. In the Atlanta project, we discovered that this figure was a very low estimate, since our own retardation rate was approximately thirty-five percentum.

The Job Guide for Young Workers³ is a very important tool primarily used by school counselors in assisting young people in making

¹U.S. Department of Labor, Manpower Administration, Young Workers: Their Special Training Needs (Washington: U.S. Government Printing Office, 1963), p. 9.

²U.S. Department of Health, Education and Welfare, Welfare Administration, Social Development: Key to the Great Society (Washington: U.S. Government Printing Office, 1966), p. 41.

³U.S. Department of Labor, Job Guide for Young Workers, (Washington: U.S. Government Printing Office, 1963), p. 11.

career choices. It proved very valuable to our project in that it gave us a handy reference to the requirements of many service and unskilled jobs which would be of interest to the participants.

Training Needs in Correctional Institutions revealed to us the many and varied programs sponsored by the different departments of government which attempt to assist youth with behavioral problems to obtain training and employment in suitable positions. Special demonstration projects are mentioned in which group methods in providing literacy training, counseling, and job and social adjustment training are evaluated.¹

In a Manpower Research Bulletin titled Training in Service Occupations, a profile on the enrollees shows that one-third of the total number are under twenty-two years of age, indicating the concern being shown toward the youths who have not been able to secure rewarding jobs with the limited training they had previously.²

In the 1963 Dropout Campaign, several important results were obtained by the crash program initiated by the President. Chief among these results was the fact that there grew a greater involvement of the school with the community and both welfare and other public and private agencies.³

¹U.S. Department of Labor, Manpower Administration, Training Needs in Correctional Institutions (Washington: U.S. Government Printing Office, 1966), p. 12.

²U.S. Department of Labor, Manpower Administration, Training in Service Occupations (Washington: U.S. Government Printing Office, 1966), p.5.

³U.S. Department of Health, Education and Welfare, Office of Education, The 1963 Dropout Campaign (Washington: U.S. Government Printing Office, 1964), p. 6.

the connotations of politics attached to it.

In Guidance and the School Dropout, Schreiber again serves as editor and coordinator of a symposium of guidance specialists and other interested parties to determine if there is any means by which a uniform attack can be made on the causes of school leaving, thus eliminating it at its source. Understandably, the symposium participants did not arrive at any consensus as to how to attack the problem. One of the participants, Elizabeth Drews, did have some interesting comments to make concerning our current predilection for education of the disadvantaged. She states in "The Schools: Climate Affects Fallout," that reading is one of the major causes for a feeling of inadequacy in potential dropouts, causing them to have a susceptibility for avoiding all things verbal, in an effort to protect themselves from ego-injury.¹

Recommendations in the termination of the symposium lean toward an increase in the counseling services in the schools, particularly in the elementary school, as a concrete step in the prevention of school dropouts. In recent legislation passed in 1964 and in 1965, many of the needs listed by the symposium in relation to the counseling process have been placed on the road to actuality.

In Holding Power/Large City School Systems, another publication of the National Education Association edited by Schreiber, there is

¹Daniel Schreiber (ed.), Guidance and the School Dropout (Washington: National Education Association of the United States, 1964), p. 28.

Pertinent articles and studies

In an article published in the Emory University Journal of Public Law, Lucy Forrester states that there is a predatory group of people who live by fleecing the poor. She chastises members of the Atlanta Bar Association for failing to live up to their own code of ethics in taking those cases which they know will not yield them their regular fee. The poor have always been the victims of usurers, and the teenagers in the Atlanta area find it infinitely easy to purchase unnecessary items such as wigs, radios, et cetera.¹ Mrs Forrester calls on members of the Bar to put an end to this free extension of credit and subsequent loss of both goods and money when the goods are reclaimed for non-payment. The ease with which articles can be bought is, the writer feels, a definite factor in school leaving, since once the goods are bought, money must be forthcoming to make the weekly payments on the easily obtained merchandise. Thus begins the search for the unfindable job and the consequent dropping out of school.

Benjamin Novak, in "Looking Realistically at the Dropout Problem," stated that there is good reason to believe that a student is not best served if he is encouraged to return to school immediately after he has dropped out. Mr. Novak believes that the youth should have a period of time to determine that there really are no jobs available on "the outside" that the youth can find. He also needs to have time to dissipate "the

¹Lucy S. Forrester, "Twentieth Century Justice-Bleak House?" Journal of Public Law, Emory University Law School, XIV, 391.

air of defeat and purposelessness which prompted the severance in the first place."¹ Mr. Novak recommends the many new programs which are being set up to aid the dropout who really does not belong in the regular classroom. The many vocational training classes, the Job Corps, and other outlets which purport to further the training of these young people would be far better for all concerned, in comparison to the return to the regular classroom. This is the view that the writer holds also. The practice of referral to other agencies was also practiced by the Atlanta Project in its operations.

In On Reducing Dropouts, Mark Roser states, "With the mounting pressures of the many-sided demands to meet educational goals, it is understandable that there is little time left for school administrators to concern themselves with the larger problems posed by the social settings from which the children come."² Mr. Roser here is referring to the fact that, in many states, families on welfare grants must still pay for school lunches (inspite of the free lunch program) and must also pay for textbooks (either by outright purchase or by rental). In tracing the steps of many of the probationers who have been school dropouts, Mr. Roser found that the majority of them came from deprived homes, and a surprising seventy-five percentum had received some form of public assistance in their childhood.³

¹Benjamin J. Novak, "Looking Realistically at the Dropout Problem," Education, LXXXVI (October, 1965), p. 84.

²Mark C. Roser, "On Reducing Dropouts," Federal Probation, (December, 1965), p. 51.

³Ibid., p. 52.

This would indicate that there is a high propensity for children in welfare families to continue to try to get a living without earning it. It would also indicate that responsible citizens should make every effort to help to reduce the welfare rolls to prevent a dependency cycle such as this from continuing to multiply.

John K. Tuel, in "Dropout Dynamics," lists several well-documented characteristics of dropouts. A synthesis of his findings reveals that poorer youths with family instability and a significant degree of mental retardation are more likely to drop out of school than other youths.¹ These same findings have been published previously, but they can easily bear repeating, since they show, without doubt, where one can look to find the potential dropouts in any location.

Oscar Hoch, in "The Dropout Syndrome," states that there is a distinct possibility that there will be a solution to the dropout problem in the very near future, since so many knowledgeable people are applying themselves to the knotty problems inherent in the central problem.² His assertion that the home environment of the dropout is the primary determining factor in whether or not a student leaves school (and when) parallels the statements of Tuel. Without doubt, there is great importance in one's home environment. There is a possibility of change of certain of these conditions with the advent of the Head Start Programs and other programs of similar nature.

¹John K. Tuel, "Dropout Dynamics," California Journal of Educational Research (January, 1966), XVII, No. 1, p.6.

²Oscar Hoch, "The Dropout Syndrome," The High School Journal (November, 1965), XLIX, p. 105.

A different viewpoint is held by Thomas Millard. He states in "Some Clinical Notes on Dropouts" that "children become school dropouts because they are either unable or unwilling to test their learning abilities and, therefore, overcompensate for their feelings of inadequacy or failure by withdrawal of self from the educational environment."¹ A chronic notation of all dropouts according to Millard, is that they are unwilling to draw realistic inferences from what is happening to them. They refuse to accept reality since it is too threatening for them to accept without severe damage to their ego.

Sullivan² found in a study of two Atlanta high schools that dropouts could be differentiated from stayins on the basis of courses failed, activities participated in, and the home situation of the student. These findings serve to corroborate the previous findings already enumerated in other studies and other works.

Voss, in "Some Types of High School Dropouts," seeks to clarify some of the misconceptions that have occurred over the years due to the wide exposure which the dropout problem has obtained. He refutes the ideas that dropouts are a homogeneous group and that they are "dummies,"

¹Thomas L. Millard, "Some Clinical Notes on Dropouts," Journal of Secondary Education (October, 1965), XXXIX, p. 343.

²Floyd W. Sullivan, "A Study of the Holding Power of Two Selected Negro High Schools of Atlanta, Georgia" (unpublished Ph.D. dissertation, New York University), p. 193.

lacking the ability to complete high school.¹ Voss also finds it important to distinguish between "early" school leavers and "late" school leavers. He states that "among the late school leavers, one finds few who lack the requisite ability to complete high school."²

Hubert³ found in her study that economic reasons predominated over all other reasons for leaving school in the sample which she studied in McDonough, Georgia. She found further that the parents of the dropouts had little interest in the schooling of their children and that they did not contact the school when their children failed to return to school. Hubert also found that the size of the families of dropouts was smaller in number than the families of those students who stayed in school.

Dix⁴ performed a study which corroborates the above findings in regard to economic pressures being the primary force behind school leaving. She also found that the size of the family was not related to whether or not the economic condition of the family was good or bad. The majority

¹Harwin L. Voss, "Some Types of High School Dropouts," The Journal of Educational Research, LIX, no. 8 (April, 1966), 363.

²Ibid., p. 366.

³Gertrude Butts Hubert, "A Comparative Study of Reasons for Leaving School and Reasons for Remaining in School, of the Students at Henry County Training School, McDonough, Georgia, 1954-1955." (Unpublished M.A. thesis, Atlanta University, 1955).

⁴Lillie Brown Dix, "A Study of the Drop-Outs in Eleven Negro Schools in Washington County, Georgia 1952-1953" (Unpublished M.A. thesis, Atlanta University, 1953).

of the parents of the dropouts in her study did not consult with school personnel before their children dropped out of school as was the case in the Hubert study.

Thornton¹ in a study performed in Stewart County, Georgia, found that migration was the primary reason given for dropping out of school, which does not follow the findings of the two previously mentioned studies. In this study, economic reasons were the second most populous category of reasons for leaving school. She also found that the highest percentage of the dropouts lived with both their parents, while the lowest percentage of dropouts lived with only their father.

¹Esther Glenn Thornton, "A Study of the Drop-Outs of the Stewart County Negro Schools, Stewart County, Georgia, 1954-1955" (Unpublished M.A. Thesis, Atlanta Univeristy, 1955.)

CHAPTER II

Background of the project

Realization of the need for the project.--The administrative officers of the Fulton County Department of Family and Children Services became gravely concerned with the growing numbers of school dropouts who were on the welfare rolls of the County, and who were unemployable due to their lack of education and marketable skills. To alleviate this condition, a plan was devised whereby those youths who had dropped out of school and who were in families receiving welfare payments would be given the opportunity to participate in a program designed to provide them with at least a minimum of knowledge deemed to be requisite to adequate functioning in our society and to provide them with some marketable skill such that they would be able to become self-supporting.

The County officials submitted their ideas to the United States Department of Health, Education and Welfare for consideration by them of the feasibility of their plans. The Department was interested in the plan and in its proposed objectives. After several conferences between the officials of the Department and County, a tentative approval of the County's plan was given, and a grant was made to the County by the Social Security Administration,

which is a division of the Department of Health, Education, and Welfare. This grant was included in the category of demonstration grants by the Department, and was granted for a period of three years, commencing on July 1, 1964, and ending on June 30, 1967.

Pilot project.--In order to eliminate any errors in the design of the school dropout project, and to get some idea of the efficacy of the project's methods, a pilot project was set up in the West End Section of Atlanta.

The County employed a graduate student in Sociology at Emory University to act as director of the pilot project, and contracted with the Department of Sociology of Emory University to provide an evaluation of the results of the pilot project. In March, 1964, the pilot project was placed in operation with a mixed group of fifteen youths who had been out of school at least three months and who were in families receiving welfare.

The pilot operation continued for two months with activities being directed by the graduate student in the afternoons and evenings everyday. At the end of the term of two months, the evaluation was made and delivered to the County officials. The sum of the report was that it appeared that there was ample justification for instigating the project proper. Consequently, the County went ahead with its plans to employ an interdisciplinary staff and to secure operating facilities for its Business, Education, and Employment Services project, to be known by its acronym, Project BEES.

Initial period of the main project.--The main project began operation on July 1, 1964, with the employment of its full-time staff. The staff members were recruited from a variety of sources and represented among them were educators, social workers, administrative specialists, and businessmen. Since each of the staff members was to be doing a task for which he had had no previous experience, namely, working with school dropouts, it was felt advisable to conduct some in-service education for the staff members to acquaint them with the jobs. The Staff Development Section of the Family and Children Services devised a program whereby the staff members were introduced to their duties in a gradual fashion while allowing them to receive instruction in the specifics of each of their fields.

The director of the pilot project was not available for personal communication with the staff members to give them the benefit of his experience with the initiation of the project since he was not in school at Emory University during the summer months. His final report to the County and the evaluation of the Sociology Department were available, however, and the staff pored over the documents with great care to glean information concerning the procedures used and to select out of the many things attempted those things which seemed to have had the greatest effect.

The staff members included the director, an Employment Services Organizer (who also functioned as the assistant director), an Educational Consultant, a Job Placement Officer, two Case Workers, and two Stenographers. In addition to the full-time staff, there were

various consultants available on a fee basis for the use of the staff, and there was a volunteer corps of community leaders who were available when needed for specific functions.

An advisory board of civic, business, and educational leaders was also formed and charged with the responsibility of overseeing the global operation of the project and with making suggestions for particular operations which the board deemed advisable. The roster of the board appears in the Appendix.

In the main, the first month of the project's life was spent with the staff members getting acclimated into their new environment, making the contacts with the officials and staff of the County with whom they would be dealing on a regular basis, and working out organizational problems so that when the first clients came in there would be a minimum of confusion and a maximum of efficiency.

In this same time, relations were established by the staff with the various community organizations with whom they would work closely in the future. The Atlanta Public Schools, The Division of Vocational Rehabilitation, Grady Memorial Hospital, Fulton County Schools, Juvenile Court and Probation Department, and many service groups were contacted to advise them of the initiation of the project and to solicit their cooperation in working out plans for the benefit of the clients of the project. Many of these organizations had previously been contacted by officials of the County to obtain letters of support to be appended to the request for funds from the Department of Health, Education and Welfare. Thus, the project was not new to them, but they were all

interested in meeting personally the persons who were to be engaged in its actual operation.

Formation of BEES-Biz, Incorporated.--Concurrent with the initiation of Project BEES, there was formed a community-financed organization which was to work in concert with the County to provide work experiences in the manner of that to be found in Junior Achievement settings, but with the added ingredient of a sheltered workshop atmosphere. The concept of this organization was developed by County officials at the same time as the main project and would have been included in the project's design, but the federal officials rendered an opinion that the plan for BEES-Biz would violate some of the statutes of the Social Security Laws, and thus could not be included in the proposal for the main project. Consequently, since the federal officials had indicated their opinion that BEES-Biz would be a worthwhile activity, even though they could not officially support it, the County contacted local community leaders and formed a second advisory board for BEES-Biz. This board was not only to oversee the activities of BEES-Biz, but was also to provide financing for its operation, through contributions of local businesses and community agencies.

Due to this funding procedure, BEES-Biz did not commence operation for some two months after the opening of Project BEES. Principal funds for the operation of BEES-Biz were obtained from the Woodruff Foundation, Sears, Roebuck and Company, and the City of Atlanta. After one and one half years of operation, BEES-Biz applied for and received a Community Action Plan grant from the Office of Economic Opportunity, and was able

to greatly expand its operations. As one might assume, the operation of BEES-Biz was somewhat erratic in its early stages, due to the funding problem. Consequently, Project BEES was not able to make as great use of its services as would have been desirable.

Operations were officially commenced by BEES-Biz in early September, 1964. Activities available to the clients were severely limited for the first three months of operation, again due to lack of consistent funding and to organizational difficulties. At about the beginning of 1965, BEES-Biz began to operate in its expected manner and to receive a steady flow of referrals of clients from Project BEES. This relation continued for the life of the project.

Services for clients

Project BEES

Initial services.--The initial services proffered to clients of Project BEES were planned in order to achieve the state objectives of the project in the proposal submitted to the Department of Health, Education and Welfare. These objectives were to break the cycle of dependency which tends to be fostered in welfare recipients. Regretfully, when it came time to implement the objectives with actual services, it was found that a fairly large number of the originally planned services could not be offered due to conflicts with and duplication of services of other agencies. The clients themselves placed even further restrictions both on the type and the intensiveness of the services eventually offered to the clients.

An example of one of the services which was planned, but which was not possible to carry out, involved the Atlanta Public Schools. In the proposal, the County stated its wish to return to school those clients who expressed a desire to return for furtherance of their education. In practice, however, it was found that a stated desire to return to school lacked any foundation in motivational experiences on the part of the client, and the school system also lacked enthusiasm for re-enrolling several of the clients who said they wished to return to school.

The project staff necessarily found itself adjusting the stated objectives and services originally thought to be the best ones for the clients into modifications of the services planned, and into new services based on the needs of the clients as they were found to exist in actuality.

In developing these modified services, the staff had the assistance of the several consultants who rendered services to the project on both a retainer basis and on a fee basis. Sociological implications and psychological implications of projected services were examined by consultants and opinions returned to the staff members for consideration and action. Through this process of action, and reaction between the staff and the consultants, the following services were eventually standardized for the majority of clients. Deviations from the standard were many, and were treated as a matter of course by the staff.

Standard services

Each client referred to the project was given a set of tests which

were chosen to provide the maximum amount of information about the youth with the least expenditure of effort on the part of the youth. A psychologist in private practice in the Atlanta area administered the tests and presented a written report on his findings to the project staff. These findings were, of course, confidential, and were used only in the deliberations of the staff when they were specifically concerned with the ultimate welfare of the individual client.

The testing occupied approximately one-half day and consisted of the administration of the following instruments: The Wide Range Achievement Test, the Wechsler Adult Intelligence Scale, the Gray Oral Reading Test, the Rorschach Test, the Bender-Gestalt Test, and certain other instruments where it was felt that additional information was needed to gain insight into the needs of the client. The findings of the psychologist were available to each staff member, and were used by the staff, in conjunction with a personal interview, in determining what plan would best serve the individual client. Information obtained through regular welfare channels was also available to the staff to consider in their deliberations.

After all the requisite information had been gathered, and assimilated by the staff, a meeting was held to discuss each client. At that time, a tentative decision was reached as to what type of plan to offer to the client. At a later date, the client was interviewed by a staff member and advised of what the staff had concluded would be a good plan for the client. At that time, the client could elect to pursue the plan, or he could ask for something other than that which was

mentioned, in which case, the staff had to meet again to reconsider its findings, or the client could postpone his decision until a later date. In some instances, clients were allowed to "try out" their plans with the understanding that if they were not content with the plan, they could divorce themselves from it and try a new plan. Everything was voluntary on the part of the client.

Counseling, case work services for both the client and his family, and diagnostic services were offered to all clients of the project. Information on job openings was made available to all who came to the project, whether or not they elected to participate as clients. Special training courses were sponsored by the County for the clients in an effort to provide them with the essential knowledge needed to function effectively in society. Some of the things covered in this course were how to complete an application for a job, how to dress for a job interview, how to prepare and to use a budget, and how and where information could be gotten concerning essential social services, such as medical attention and City services.

Any physical infirmity which could be treated through the facilities of the County or through the Division of Vocational Rehabilitation, was referred to the proper agency by the project staff. Many ailments which were not covered in the schedule of those allowable for free treatment were subsequently treated by private physicians and dentists at no cost to the clients. All "serious" infirmities were treated. Extensive job placement activities were carried on for those clients who were deemed ready to work by the staff.

Special services

Special services were rendered in certain instances because of the exigencies of the situation. Certain clients were taught how to commute from their homes by bus to the downtown area where the project office was located. Other clients received instruction in personal hygiene. Some clients were placed on probation to the project staff, in lieu of serving out a sentence meted to them by the courts, which necessitated an additional expenditure of time on the part of the staff. In some instances, youths were removed from their homes, at their request, and placed in foster homes for extended periods of time. When requested by the client, information concerning birth control, and other intimate matters, was given in a private manner.

All of the above services were provided for the clients affected in addition to the standard services already enumerated.

BEES-Biz, Incorporated

Standard services.--BEES-Biz, Incorporated was one of many referral agencies with whom the staff of project BEES worked. Although this agency was set up to operate concurrently with Project BEES, there was no mandatory requirement that any client referred to project BEES had to participate in BEES-Biz. This was a decision which rested solely with the staff of Project BEES. If a client was referred to BEES-Biz, he received the following services:

Each referee was sent to BEES-Biz with his consent and with the consent of his parent or guardian. After being referred to BEES-Biz, each

client was evaluated in an effort to determine from which activity, then in operation, he would derive the greatest benefit. In its early stages of operation, this agency was able to offer only one activity to both boys and to girls: Manufacturing house number signs. Soon thereafter, however, separate activities for boys and girls were developed. In its final stages of operation, there were approximately eleven activities into which a client could be placed. Here again, each client was offered a particular activity, and he then either accepted it or rejected it. Participation was always voluntary.

BEES-Biz operated its activities for a period of approximately four hours per day, from nine in the morning to two in the afternoon, with an hour for lunch. In this span of time, the occupational activities took place in which the client was to learn job discipline, interpersonal relationships, time concepts, and some modicum of skill in a particular phase of the activity in which he was placed. In the afternoons, after the regular work sessions, both group and individual basic education meetings were held. A certificated teacher from the Atlanta Public School System came to the offices of BEES-Biz and gave instruction to those clients who wished to partake of it. Teacher aides were provided both by the volunteer corps and, later, by VISTA volunteers. The largest groups contained only ten clients and most of the time was spent in individual work sessions where specific difficulties were attacked by the tutors. The teacher was paid with County funds, but was placed under the control of the officials of BEES-Biz, as were the teacher aides. This was felt to be the best arrangement possible, since the scheduling of work

assignments in the mornings and the scheduling of basic education classes in the afternoon could best be done by one control. Also, the clients were technically under the jurisdiction of BEES-Biz for the entire day when they were referred there from Project BEES. So, for organizational reasons, the basic education was administered by BEES-Biz and paid for by the County.

For any other services than those here mentioned, the client was returned to the jurisdiction of Project BEES. The staff then rendered the appropriate service. Again, this cumbersome procedure was occasioned by the organizational controls placed upon the County by the Department of Health, Education and Welfare, through the funding arrangements.

Source of clients

Referrals from Department of Family and Children Services.--The only referral source for the first year of operation of Project BEES was the Fulton County Department of Family and Children Services. Since the County had initiated the Project, it had delimited its intake to clients who were recipients of specific kinds of welfare payments. In the second year of operation, the Department of Health, Education and Welfare, expanded the referral base to include clients who were referred to Project BEES from other governmental agencies, but private social agencies were still excluded, and could not refer clients to the Project.

In order to be eligible for the services of the Project, a potential client had to meet certain criteria. Among these were that the youth had to be between sixteen and nineteen years of age,

(participation was allowed if the client was twenty as long as participation had begun prior to the attainment of age twenty), the youth had to reside in a household in which the principal grantee-relative was a recipient of welfare payments in the category of Aid to Families with Dependent Children, and further, the youth had to have siblings who received such assistance also. The social worker who serviced the youth's family had to recommend that he be admitted to the project and the school system had to certify that he had not attended school for a period of at least three months, whether or not he had been officially dropped from the school rolls. Because of the stringent requirements for participation in the project, there were many youths who should have received some of the services available, but who were excluded from receiving them due to the above restrictions. In spite of the rigid requirements for admission to the project, a total of 296 youths were referred and accepted from the Fulton County Department of Family and Children Services.

Referrals from other sources

Referrals from other sources were mainly youths who were receiving services from some other governmental social service agency, such as Economic Opportunity Atlanta, Incorporated, and its many subsidiaries; Grady Memorial Hospital, Fulton County Juvenile Court, and others.

For technical reasons, for any client to receive services from the Project, he had to be placed entirely under the jurisdiction of the

Project, which then assumed the responsibility for his total well-being. This technicality was the cause of some friction between the County and other agencies, which will be discussed in a later section dealing with agency interactions. Referrals from other agencies numbered only twenty.

Clients of the project

Description of the clients.--Each of the clients referred to Project BEES by the Fulton County Department of Family and Children Services was required to meet specific criteria already enumerated. These criteria included residence in a household in which the grantee-relative received assistance payments designated Aid to Families with Dependent Children, and who had siblings who also received such assistance. The acceptable age range was from sixteen through nineteen. Youths had to have not attended school for at least three months preceding referral to the Project.

In addition to the aforementioned criteria, the clients of the project as referred were a relatively heterogeneous group of youths. The ratio of white to Negro was approximately equal, while there was a preponderance of girls over boys. The total numbers of clients by race and by sex are shown in Table I.

Being fully aware of the present state of the intelligence quotient, especially when it is given for disadvantaged groups, the following information concerning intelligence quotients is given as a point of information only. No inferences are made from the scores obtained by the clients. The intelligence quotient scores shown are deviation intelligence quotients obtained on the full scale portion of the Wechsler Adult

Intelligence Scale, administered by a licensed psychologist. The Army Beta, Revised Edition, was also given to each of the clients, but the results obtained are not considered as reliable as the WAIS results. Consequently, the Beta scores are not given. In general, it was found that there was no observable differentiation in functioning between a youth who scored a full scale intelligence quotient of 60 and a youth who scored a full scale intelligence quotient of 80. Their functioning was apparently the same. In many instances, it is felt that a reasonably good case for discounting the intelligence quotient could be made by citing the adequacy of response of many of the clients in the Project who received full scale intelligence quotient's in the range which indicates retardation. It is believed that other factors must be weighed before any kind of judgment is made concerning the youth's mental capacities.

TABLE I
NUMBER OF CLIENTS BY RACE AND SEX

	Male	Female	Total
White	61	88	149
Negro	70	97	167
Total	131	185	316

As shown in Table II, the range of intelligence quotient scores is quite wide, with some interesting aspects when considered in totality.

There is a large grouping of males in the 65 to 94 range, while the females cluster in the 65 to 84 range. At the extremes, the lower scores are considerably greater in number than the upper scores.

TABLE II
INTELLIGENCE QUOTIENT OF CLIENTS BY SEX

Range	Male	Female	Total
35-44	7	13	20
45-54	16	2	18
55-64	9	12	21
65-74	19	52	71
75-84	49	83	132
85-94	22	7	29
95-104	5	15	20
105-114	3	1	4
115-124	1	0	1
Total	131	185	316

In Table III, an attempt is made to present some of the many reasons which were given to the Project staff by the clients as to why they dropped out of school. Eight major categories are presented. These eight categories received 64 per cent of the responses given by the clients. The category labeled "Other", received the remaining 36 per cent of the responses. Some

of the responses which were classified into the "Other" category were examined. It was found that several of the clients dropped out of school rather than repeat a grade. One client listed his reason for dropping out of school as "lack of a place to study." It should be noted that the information shown in Table III was obtained from a questionnaire which was taken from each client by the County Social Worker prior to referring the client to the Project. In virtually all cases, both the client and his parent were present during the time of the interview. The social workers stated that in many cases, the parent answered all the questions while the youth said little or simply made supportive statements.

TABLE III
REASONS GIVEN FOR DROPPING OUT OF SCHOOL

Reason Given	Number of Clients
Lack of interest	31
Going to work	23
Had to keep other children	11
Pregnancy	27
Lack of clothes, money, et cetera	63
Expelled	11
Marriage	13
"Retarded"	23
Other	<u>114</u>
Total	<u>316</u>

In order to give some idea of the geographic area which was served by the Project, the data in Table IV are presented. Here, the various school systems are listed with the total number of clients who were referred to the Project. Of the total number of clients, 26 did not go on to high school after leaving elementary school. Two referrees were listed by their case worker as never having attended school at all. These two youths, aged 16 and 18, were referred to the Atlanta Public Schools for action, since the project had no facilities for handling youth who had never attended any school. (In both cases, medical and psychological examinations revealed severe retardation. In one case syphilitic infection was suspected.) School records were checked to verify that the client attended the school given. In some cases discrepancies were found, and these were resolved with the client prior to his admission to the Project.

TABLE IV
SCHOOLS ATTENDED LAST BY CLIENTS BY SYSTEMS

School System	Number of Clients
All Elementary Schools	26
Atlanta Public Schools	139
Fulton County Public Schools	103
Other Schools in State	29
Out-of-State Schools	19
Total	316

In many studies of school dropouts, there is made mention of the importance played in the life of the child by the presence of or absence of one or both of his parents. As part of the regular case record maintained on each client and his family by the County, we were able to determine by going through the records how many of the project's clients had only one parent in the home, and how many had both parents either absent or present. The data obtained are presented in Table V below. In the categories for which these data were listed, it should be noted that no distinction is made between natural parents and stepparents. Both are included together in the categories. In the category listing which gives the number of clients who have neither parent present, the youth lives either with a relative (close blood relation such as an aunt or uncle), or lives in a foster home provided by the County. The latter is the more prevalent condition.

TABLE V
PRESENCE OR ABSENCE OF PARENTS IN HOME

Category*	Number of Clients
Only mother present	245
Only father present	19
Both mother and father present	15
Both mother and father absent	37

*Categories make no distinction between natural parents and stepparents.

The pattern found in the majority of homes in which there are recipients of welfare payments is here duplicated. Only the mother is present in the home, in the majority of the cases. All of the sociological and psychological investigations which have delved into the effects of child rearing in homes where only the mother is present, where there is no father image upon which can be built masculine identification for the males, is mentioned here, but it is not considered to be pertinent to the present study except in a peripheral way. Thus, the preponderance of clients are shown to live in homes where only the mother is present and the reader may infer from this information such attributes and traits of the clients as might be expected from such an environmental situation.

In Table VI, data are presented concerning the presence of other siblings in the home. It should be noted that in order to participate in the Project, the client had to have at least one sibling residing in the home who also received Aid to Families with Dependent Children assistance payments. For this reason, every client had at least one sibling in the home. Regretfully, because of this restriction in the format of the Project, several deserving youths were unable to be admitted since they were either only children or the only child left in the home.

The majority of the clients came from large families, as one can readily see from Table VI. In the "Over 12" category, one client had a family in which there were nineteen other siblings for a total of twenty in the family. All twenty were still living in the home, although two of the siblings had families of their own, also in the home.

TABLE VI
NUMBER OF OTHER SIBLINGS IN THE HOME

Number of Clients	Number of Other Siblings
15	1
16	2
35	3
55	4
41	5
33	6
31	7
29	8
7	9
18	10
2	11
15	12
19	Over 12

The ages of the clients at the time of their entrance into the Project are given in Table VII. The largest category is that of the eighteen year olds. The Project staff did not have as much success in getting or in keeping sixteen year olds in the Project. One hypothesized reason for this was that the sixteen year olds had only just dropped out of

school and were not yet cognizant of the many pitfalls which awaited them in their search for jobs or for other activities. The eighteen year olds, however, had already been out of school for a time and had been able to observe for themselves that there was little that they could do to occupy their time constructively. (Most of the clients had dropped out of school at the earliest opportunity, which is age sixteen in Georgia. Some had continued beyond the legal age for dropping out of school, but none had continued for more than one year after reaching the legal age for leaving school.)

TABLE VII
AGE OF CLIENTS AT TIME OF ENTRANCE TO THE PROJECT

Number of Clients	Attained Ages
30	16
53	17
191	18
42	19

There was a wide range of attained grade level for the clients of the Project. Both from a questionnaire completed by a County Social Worker and from a review of the County records, information was obtained and verified through the various school systems as to the grade level at which the client left school. The data thus obtained are presented in Table VIII.

TABLE VIII

ATTAINED GRADE LEVEL

AT TIME OF ENTRANCE TO THE PROJECT

Number of Clients	Grade Level
1	5
1	6
21	7
107	8
96	9
24	10
2	11
1	12
63	Special Education

Most prominent in the above data is the fact that the eighth grade was the point at which the clients left the school setting in the largest number. For many of the clients, the reason behind this could be explained by pointing out that the client had simply attained the legal school leaving age. For others, however, the trauma of leaving the elementary school setting and beginning the different environment of the high school may have provided the impetus for leaving school. The second largest group of clients left in the ninth grade. Hypotheses developed to explain this fact are more difficult to formulate. The majority of the clients did not perform well

in school, receiving a large percentage of D's and F's in their course work. For them to remain in school past the eighth grade, where there is considerable adjustment to be made to a new situation, and then to leave school in the ninth grade is not very easy to explain. There were many reasons given by the clients for leaving school (mentioned in Table III), and the fact that social pressures of the peer group could have begun to exert their influence at this time, could postulate a possible drive to leave the school in the ninth grade. Those students who left school in the later grades (10, 11 and 12) left school because of economic pressures which were brought to bear on them as they grew in size and became more apparently "full-grown", at which time their parent or parents began to proselytize the youths to the world of work and wages to add supplementary income to the hard-pressed family budget.

Two of the clients in the project had attained only the fifth or sixth grade. These two young men were diagnosed both by the school system and by the project psychologist as being severely mentally retarded. On contacting the school system, it was learned that each of the two youths had been allowed to stop attending school with the mutual consent of the parents and the school system. It was stated that the two youths could not benefit from inclusion in a special education class. Institutionalization was recommended for both youths, but the parents refused to commit them. Participation in the project activities was satisfactory in the case of both youths.

The involvement of the clients of the project with the forces of the law makes an interesting catalogue. Approximately forty per cent

of the clients had had encounters of some kind with the police. Of the total of 316 clients, 124 had had court records for offenses which ranged from disturbing the peace, through petty larceny, auto theft, and grand theft, up to murder. Table IX presents the data concerning the frequency of involvement of the clients in the various types of offenses. It should be noted that the total numbers listed do not add to 124 since some clients had been charged with more than one offense. Most of the offenses that were charged are listed in the table for each client.

TABLE IX
FREQUENCY OF OFFENSES

Offense	Number of Clients
Murder	1
Assault with intent to murder	1
Rape	1
Grand theft	2
Burglary	31
Auto theft	47
Breaking and entering	7
Petty larceny	63
Loitering	51
Public drunkenness	9
Disturbing the peace	17
Other offenses	13

It should be emphasized that the majority of the clients (60 per cent) had had no encounter with the police at all, and had led exemplary lives. The high rate of involvement of the remaining forty per cent could be explained by many factors, but that is not the purpose of this paper. In the activities of the project itself, there were no incidents which occasioned the involvement of any of the clients with the police. Only one incident could be classified as being in the purview of the police, and that involved an episode of glue sniffing on one day only with three male clients taking part. Reprimands were given by the project staff, and no further episodes occurred.

The clients who were referred to the project and who were accepted were youths who came from severely depressed environments, and who had little opportunity to partake of a larger culture than the one in which they had been reared. They were eager to learn about a world other than their own and to find practical ways in which they could begin to share in that larger world. These youths did poorly in the school setting for a number of reasons, most of which are directly associated with residence in depressed or disadvantaged areas. They were distinguished from the mainstream of the disadvantaged, however, by the fact that they had no earned livelihood to support them, and the stigma of receiving "welfare" payments is potent even in depressed areas. Many of the youths came from families who had received welfare payments for three generations, and whose names appear on the welfare rolls in the early 1930's, when records began to be kept. Most of the youths did not have a father-figure with whom they could identify. The mother functioned in all the family roles

and generally provided all the needs of the youths. The children were usually not well supervised in their activities and consequently did not perform as well as more advantaged children would in certain tasks.

Housing for the youths was generally very poor. Approximately forty-five per cent of the clients lived in public housing in some area. Certain minimum standards had to be maintained in order to continue to live in the public housing. Generally, the families of the clients found these standards extremely difficult to maintain, and several families were asked to leave their public housing accommodations by the authorities.

Private housing was in far worse condition than public housing for all of the clients. One family lived in what had once been a barn. The double doors had been removed and only a piece of canvas covered the opening all year. None of the clients lived in any type of housing that could be called adequate for their needs. Even in the public housing accommodations, there was never enough room for all of the children to have sufficient living space.

The diet of the families consisted mainly of surplus foods provided by the federal government and distributed by the County, supplemented by purchased foods. Unfortunately, in many instances, the parents of the clients did not exercise sufficient foresight to purchase food of a type and in enough quantity to last from the receipt of one check to receipt of the next. Consequently, in the last week prior to receipt of the monthly welfare check, the clients tended to remain at home due to lack of nourishment. In spite of many efforts on the part of the project staff, this situation could not be ameliorated either through County intervention

or through private attempts to counteract this occurrence.

Supplementary monetary grant to parents

In the original proposal for Project BEES, the County provided the sum of forty-five dollars which was to be paid to the grantee-relative of each client accepted in the project. Twenty-five dollars of this amount was to be used for room and board for the client, ten dollars for transportation and miscellaneous expenses, and ten dollars for clothing, uniforms, and other items which might be needed to enable the client to participate in the project's activities. Since the money was paid directly to the grantee-relative, it was found that very little of the money was actually reaching the clients. The grantee-relatives were using the money to defray regular household expenses and bills. To counteract this situation, each grantee-relative was visited personally by a project staff member and asked to sign a pledge stating that he would give at least twenty dollars of the total forty-five dollars to the client for his use so that he could participate effectively in the project's activities. The remaining twenty-five dollars was to be kept by the grantee-relative to help in paying for room and board.

The logic behind the figure of forty-five dollars was explained as follows. If the client had remained in school, he would be eligible to receive twenty-five dollars from the County as subsistence until he was nineteen. The project was viewed as a substitute for schooling and was thus allowable under the Social Security laws. The additional twenty dollars was considered necessary to recompense the client for the

additional money needed to come downtown each day and to allow for the purchase of clothing and other necessary items.

Instruction in the preparation of budgets had little effect on the clients, and the same situation developed with the clients as already existed with their parents. At the end of the month, there would remain no money to participate in project activities. Efforts were made to pay the forty-five dollars on a weekly basis, but the State Department of Family and Children Services, through which the federal grant was administered to Fulton County, would not permit this to be done, stating that it would increase its bookkeeping procedures unwarrantedly.

The grant amount of forty five dollars was paid for one year. At the beginning of the second year, the grant amount was increased to eighty dollars per month, but was still paid to the grantee-relative. This increased amount did not work toward alleviating the already existing poverty conditions in the homes of the clients. It was found that the parents and the clients were using the money to contract new debts (such as radios, television sets, and automobiles) rather than relieving themselves of present debt or improving their home conditions. Attempts at elementary consumer education proved fruitless. It can be said parenthetically, however, that the added income of eighty dollars per month substantially increased the family's standard of living, even though the manner in which it was increased did not necessarily meet with the middle class standards of most of the project staff.

Parental support of the project increased markedly with the increase in the monthly grant. Rarely, did a client miss any sessions since a pro rata adjustment was made in his grant for absences.

Interaction with other community agencies

Advisory Board.--The Project BEES' Advisory Board was constituted such that there were a number of representatives of community agencies present, in an effort to establish a rapport with the existing social agencies in that area. There were also representatives of several foundations and several business firms on the board so that funding could be obtained for expenses which were not included in the normal budget. There were no such expenses, however, since a fiduciary fund was set up through the donation of a substantial sum of money to the project. This fund was used for emergencies and to provide money and clothes for new clients until they got their first grant from the County.

The Advisory Board served as a connective link between the project and the agencies already in operation in the Atlanta area. (For a roster of the Advisory Board, see the Appendix.) Many potential problems and frictions were eased by the intervention of several of the board members. As previously mentioned, many of the agencies had submitted letters of cooperation to the Department of Health, Education and Welfare in support of the project proposal. Letters of cooperation and actual cooperation are often lacking in contiguity so the presence and the actions of the Advisory Board members were greatly appreciated.

BEES-Biz, Incorporated

As previously mentioned, BEES-Biz was established as a kind of sister endeavor with Project BEES. The two organizations were to function together to provide business and work experience for the clients of the project. The separation of the two agencies was necessitated by the technicalities of the Social Security laws.

BEES-Biz had difficulty in getting in operation due to its private funding requirement. For this reason, the activities which were to be done by the staff of BEES-Biz were handled by the staff of Project BEES for the first three months of the project's life. For the next three months, the project staff continued to give substantial support to the staff of BEES-Biz as they were getting accustomed to their duties and as facilities were being developed. Actual services handled solely by the staff of BEES-Biz did not occur until January, 1965. Due to this delay, there were several clients who did not participate in BEES-Biz activities.

After January, 1965, relations between the two agencies finally reached the point where they should have been at the beginning of the life of the project, some six months prior. At a staffing held for each client, at which time many alternatives were discussed for his particular program for improvement, some of the clients were referred to BEES-Biz for their services. At this time, BEES-Biz also held a staffing with its own staff, and evaluated the client's record to ascertain whether or not the services which BEES-Biz had to offer would be of benefit to the client. Thus, there

were two separate staffings and two separate decisions made on each client's admission to BEES-Biz. In almost all cases, the client who was referred to BEES-Biz was accepted. In only a small number of cases was the client refused because of a decision on the part of the BEES-Biz staff that the client could not benefit from their services.

At the end of an indefinite period of time, during which time the client was supposed to have become accustomed to the regimen of work, and to have gained some measure of success in interpersonal relations, the client was returned to Project BEES for further services by the staff. Upon his return, he could be placed on a job, returned to school (either academic or vocational), or referred to another agency for other services which were deemed important for him to receive.

During the two years that Project BEES operated, a total of 171 clients were referred to BEES-Biz and participated in activities for varying periods of time, ranging from one week to fourteen months. Participation in BEES-Biz activities did not eliminate the possibility of participation in other services, either before or after referral to BEES-Biz. Thus, the totals presented in each of the activities do not sum to the grand total of 316, since it was entirely possible to receive as many as five or six services simultaneously or consecutively.

Division of Vocational Rehabilitation

The Project staff worked very closely with the Division of Vocational Rehabilitation in planning and implementing the various programs for each of the clients. The Division provided a full-time counselor to

work with the clients of the Project, in order to be sure that they received the best possible care.

During the life of the project, a total of 297 clients received some form of service from the Division. These services ranged from minor medical and dental care to major surgery and institutionalization. Medical, dental, psychological, and psychiatric evaluations were provided by the Division for many clients in an effort to provide as much information as possible to the staff so that the most efficacious program for the client could be devised.

Surgery to correct a "hunchback" condition was performed for one of the clients, with costs in excess of \$3,000.00. Psychotherapy was authorized and conducted for eighteen of the clients for varying periods of time. All of the 297 clients who were referred to the Division received a medical examination and many of these also received a dental examination. Employment evaluations were conducted on all eligible clients at one of three centers: Elks Aidmore Hospital Employment Evaluation Center, Goodwill Industries Employment Evaluation Center, and the Atlanta Employment Evaluation Center. Fees were paid by the Division to the first two of these centers, but late in the last year of operation, the Division opened its own evaluation center, the Atlanta Employment Evaluation Center, staffed by its employees and funded by a grant from the Office of Economic Opportunity.

Work adjustment training and employment evaluation was also arranged for a small number of the project's clients through the Bobby Dodd Sheltered Workshop. Difficulties arose over discrimination problems at the Workshop

late in the second year of operation of the project and referrals were discontinued.

Extensive training courses were arranged and paid for by the Division for some sixteen of the clients. These courses ranged from Automobile Mechanic to Beauty Operator and Barbering. Only two of the clients completed their courses prior to the termination of the project. Eleven had dropped out of their courses and three clients were still enrolled in their courses when the project closed. The Division maintained contact with those clients who had been referred to it even though the project was no longer in operation.

State Department of Labor

An agreement was reached with the State Department of Labor whereby they stated that they would assist in the placement of the clients of the project. Unfortunately, it never materialized. The placements which were obtained for the clients were found not by the Labor Department, but by the Job Placement Officer and Employment Services Organizer of the Project. It was found that the Labor Department did not have sufficient manpower or even sufficient interest to attempt to place youths who had no employment history and detrimental aspects in their personal histories (such as police records and poor school records). Consequently, after a brief period where there were intense efforts made to cooperate with the Department, relations were discontinued, and the project staff undertook the placement of all of its clients who were ready for employment.

City of Atlanta and Fulton County Public Schools

Excellent relations were maintained during the entire two years of the project's existence with the two school systems in the area covered by the project. School records were made available to the staff for their use in evaluating the potentials of the clients. The administration of both systems cooperated to the extend of their ability in providing supplementary services to the clients. This is to be doubly commended since the project was delving into an area which had been traditionally the province of the schools, namely, the investigation of the problems of school dropouts.

The school counselors were especially helpful in offering special services and encouragement to the eleven clients who elected to return to regular academic school. In spite of their efforts, however, only three clients remained in school longer than three months, and none of them remained longer than six months. Academic school was not a wise placement for any of the clients, since they all had dropped out of school previously, and often with quite logical reasons for doing so. It was pointed out on a number of occasions that there was no linkage between what was studied in school and what the "real" world was like. The clients were in a disadvantaged state and were, in many cases, retarded, but they were not blind to the inadequacy of the school program in its efforts to provide for the proper functioning of the citizens of the area in our community.

Juvenile and Adult Probation Departments

The Fulton County Juvenile and Adult Probation Departments were

especially helpful in implementing programs for several of the clients of the Project. Due to the number of clients who had had involvement with the authorities, many were placed on probation through either the Juvenile or Adult Probation Department. By holding staff meetings to which the probation officer was invited, it was possible to show to the officer that worthwhile programs could be developed for the client who was on probation. Due to the success which was achieved in working with a small group of clients during the first year, a group of nine boys was placed on probation to the project staff during the second year of operation. Instead of reporting to their regular probation officer, the boys simply attended project activities on a regular basis. The supervising probation officer was very complimentary in his remarks concerning the relief which had been afforded to his probation officers by transferring responsibility to the project staff for the nine boys. No difficulties were encountered in the probationary arrangement.

Armed Forces

The Armed Forces in the Atlanta area were extremely helpful in getting three young boys into military service. The customary testing which is given as a screening device to prospective recruits in the United States Marine Corps was waived for one of the clients of the project. He successfully passed the general testing administered to all inductees into the Armed Forces.

Two other male clients enlisted in the United States Army after considerable counseling with the recruiters at the Army Induction Center.

All three clients were given special treatment by the recruiters, and through their efforts, were able to eliminate many of the formal procedures normally required for induction into the Armed Forces. No rules or laws were broken for the benefit of these clients, however. Extensive counseling both on the part of the staff and on the part of the recruiters preceded the clients' induction into the service, in an effort to insure that the clients really wanted to join the service. All three are still in the service.

Economic Opportunity Atlanta, Incorporated

Relations with the Economic Opportunity Atlanta Office, a corporation constituted to implement the "anti-poverty" legislation in the Atlanta area, were very cordial. The central office administration was receptive to the needs and problems of the clients which the project was attempting to serve and they were able to react in a straightforward and appropriate manner to the many requests for assistance which were sent to them by the project staff. In the main, however, the services which were rendered to the clients of the project were handled by the subsidiary organizations included in under Economic Opportunity Atlanta control. These organizations are enumerated below.

Neighborhood Youth Corps

The Neighborhood Youth Corps, out-of-school work program, was able to find part-time jobs for forty-seven of the project's clients. The range of these jobs was from Street Cleaner to Key Punch Operator. The salary for all jobs was \$1.25 per hour and most of the jobs required that

the youth only work four hours per day, five days a week.

After a brief lull in operation in its first months of business, the Youth Corps successfully placed several thousand youths in various governmental jobs which were designed to give them a small amount of desperately needed spending money while at the same time giving them some activity which could occupy their time. It was found that some of the menial jobs available, such as the Street Cleaner mentioned above, and also Garbage Collectors, were unacceptable to any of the youths. Seldom would a youth remain on one of these particular jobs for longer than a week, and quite often the youths would quit after one day of the work. For this reason, and for others (such as the social stigma still attached to such basic service occupations), the Youth Corps began to phase out these types of jobs and to replace them with jobs which held greater appeal to the youths.

Some full-time jobs were available through the Youth Corps and one young girl was able to achieve full time employment as a stenographer, after a six month training course which was paid for by the Youth Corps.

After the removal of the service occupations which held very low status, the Youth Corps became decidedly more attractive to the clients of the project and the staff was able to refer a relatively large number of the clients to this organization prior to the closing of the project.

Job Corps

The Job Corps was one of the most attractive of the many new programs which were developed in the "War on Poverty." Its appeal to

the young boys in the project was tremendous. Almost every boy wanted to sign up for the Job Corps as soon as he heard about its ostensible offerings. Again regretfully, the Job Corps did not live up to their prospectus. The initial group of boys who were inducted into the Job Corps went into camps which were not fully in operation. There was not sufficient staff on hand to operate efficiently and the boys reported that there was widespread misconduct among the inductees, which was not suppressed by the officials in charge. Evidence accumulated from a variety of sources which indicated that the Job Corps was lacking in ability to fulfill its promise to the youths that it would develop marketable skills in them, while at the same time giving them needed instruction in basic education. All three of the first group of boys who entered the Job Corps returned to Atlanta after less than one month.

After much discussion with the Job Corps officials here in Atlanta, and several communications with the Washington officials, who were handling reports of difficulties, the three boys were asked to come to the Atlanta Office of the Job Corps and to testify before an investigating committee of Job Corps officials from Washington. The three boys appeared before the committee and responded commendably to the questions put to them. As a result of the meetings and the investigation, certain changes were instigated in the recruitment policies and in the induction procedures so that there would be greater control over the inductees. Approximately one month later, a second group of four clients from Project BEES was inducted into the Job Corps. These young men, while

they did not complete their full course of study, which extended for one year, did remain in excess of six months at their respective camps. Their reports were entirely different from those of the first group, stating that there was a wealth of things to do and that there were no difficulties in the camp life. As a result of these reports, at varying intervals over the last year of the project, twenty-four young men entered the Job Corps to receive training. At the close of the project, thirteen of the clients had completed at least six months of their course and appeared to be doing well. It was anticipated that they would remain in the Job Corps and complete the entire course, entailing one year's enrollment.

The prospect of leaving home and traveling to distant parts of the Country and living in a residential type of situation with many other boys of the same age was, and is, a very challenging one to many of the young people who qualify for the services of a project such as Project BEES. Many of these boys have never traveled beyond the borders of Fulton County, and if they can once overcome their initial homesickness, the opportunities available to them could be vast indeed.

Youth Opportunity Center

The Youth Opportunity Center was co-administrator of the Neighborhood Youth Corps after that agency finally began to function. It was necessary to have the clients of the project to register with the Youth Opportunity Center in order to be eligible to participate in the Youth Corps. Other services which the Youth Opportunity Center performed included the placement of youths into jobs which would be suitable for

their abilities. In the case of the State Department of Labor, which operated the Youth Opportunity Center under contract with Economic Opportunity Atlanta, Incorporated, the clients of the project were not able to get jobs of any kind. After registering with the Center, no job listings would be forthcoming. It still remained to the project staff to locate jobs for the clients of the project.

One extremely valuable service which was offered by the Youth Opportunity Center was the registration for Manpower Development and Training Act Courses, which were taught under contract with the Department of Labor by the school systems of Atlanta and DeKalb County. Twenty-nine clients of the project registered for, and took, courses under the auspices of the Manpower program in such fields as Welding, Auto Repair, and Clerical Work. Allowances were paid to the youths to enable them to participate in the courses. Most of the courses were well managed and produced graduates who could immediately find work. One course, however, produced two graduates from the clients of the project who were unable to find work in the field for which they had been trained. They were told that they lacked sufficient skill to be employed even on the entry level in the field of appliance repair. This difficulty was pointed out to the officials who were in control of the curriculum of the course, but no noticeable effect was seen in the conduct of the course. In general, however, the courses were adequate to train the students to function at least on the entry level of the various occupations.

Summary of clients involved in other agency's activities

Listed below is a summary of the various agencies and the total number of clients from Project BEES who participated in the services offered by the agencies. It should be noted that there may be an overlap in the listing of clients; that is, one client may have participated in the services offered by more than one agency.

TABLE X

CLIENTS INVOLVED IN OTHER AGENCY'S ACTIVITIES

Agency	Number of Clients*
BEES-Biz, Incorporated	171
Division of Vocational Rehabilitation	297
State Department of Labor	18
Atlanta and Fulton County Public Schools	11
Juvenile and Adult Probation Departments	9
Armed Forces	3
Atlanta Employment and Evaluation Center	47
Economic Opportunity Atlanta, Incorporated	117
Neighborhood Youth Corps	48
Job Corps	31
Youth Opportunity Center	38
Manpower Development and Training Courses	29

*Each client may have participated in more than one agency's services.

Termination of the project

Span of the project.--Project BEES was initially set up for a three year demonstration period, through funding from the Department of Health, Education and Welfare. The agreement between the County and the Department was that the County was to pay ten per cent of the cost of operation of the project and the Department would pay the remaining ninety per cent.

Funding procedures

For the first year's operations, the County put the sum of twenty-five thousand dollars into an escrow account to provide its share of the operating expenses. The Department set up a reimbursal system with the State Department of Family and Children Services (through which all federal monies must be channeled to County agencies), whereby the State advanced the money for operation for one quarter (three months), then submitted the statement of expenditures to the Department for reimbursal. This system was cumbersome and had many drawbacks. The State was recalcitrant in its provision of the necessary money for the County to provide money for the grants for the clients of the project. All in all, the monetary system was confused and extremely unwieldy.

The County experienced several periods of difficulty with the Accounting Department of the State Office in providing money for operation of the project. In these instances, the Fulton County Board of Family and Children Services advanced money to the project to enable it to meet its obligations. The money advanced was repaid as soon as the State completed

its bookkeeping cycle, which in some instances took as long as three months. At one point, the Board had advanced the sum of thirty-five thousand dollars to the project before it was reimbursed by the State. This entire arrangement was totally unsatisfactory. At the time the request for renewal of the project for its second year was submitted to the federal officials, attempts were made to have federal money given directly to the County for the operation of the project. The federal authorities agreed to this arrangement, but the State exercised its control over the County through other avenues and stated that the prior system would have to be maintained unchanged. Thus, the second year of the project was much like the first in the way of funding problems. One significant change in the second year's funding was the increase in the amount of the grant to the clients from forty-five dollars per month to eighty dollars per month.

The County Manager was displeased with the funding procedure since it meant that a large amount of the County's operating budget was tied up for as long as three months to provide operating expenses for the project. The money was eventually reimbursed, but the delay between expenditure and reimbursal was thought to be overly long.

Initiation of other programs

At about the beginning of the second year of the project, the Office of Economic Opportunity programs began to function in earnest in the Atlanta area. Many efforts were being made to serve the same type of youth as the project was attempting to serve. The "Poverty Program" was

operating with total federal funds in most instances, with the local agencies with whom it was working being required to furnish "ten per cent" of the cost, but this ten per cent could be in the form of services (such as sending already employed staff members to work with the program), or in the form of equipment or space (in some instances, this meant only the providing of desk space for their own employees). The County observed that it was now required to pay its ten per cent of the operating cost of Project BEES in actual cash, with no allowance for the space or services which it was rendering as a matter of course. An appeal was sent to the Department of Health, Education and Welfare for a waiver of the ten per cent payment or a conversion to the "space or services" type of contribution. The appeal was rejected.

During this time, the other agencies had begun to offer services to many of the same clients who would ordinarily have been referred to Project BEES. There arose the question of duplication of services, a terrible specter in federal circles, and letters were circulated requesting clarification of the areas of service which were to be rendered by several of the agencies in the Atlanta area. The County submitted its reply to the federal government and a tentative decision was reached whereby the project, which had been initiated prior to the other agencies, would continue its services and the other agencies would gradually phase out services which apparently were a duplication of the project's services.

This seemed to be the end of controversy for a brief period, until the County realized that it would then still have to pay its ten per cent in cash to continue its project, while if the other agencies performed their

services, there would be no cash payment required. Conferences were held by the officials of several agencies, including the County and the State, and it was decided that it would be to the best interest of all concerned to disband the project and to let those other agencies who were in operation and providing services to continue to do so. Thus, the County would still be receiving the services for its clients, but without the payment of the ten per cent of the project's operating expenses, which was a considerable sum.

Reorganization of the Department of Family and Children Services

Another factor which heavily influenced the County to disband the project was the reorganization of the Department of Family and Children Services, which was necessitated by a court order. This order required the County to cease discrimination among its case workers and among the case loads assigned to the case workers. For a period of approximately nine months in the second year of the project's operation, the agency was in a state of continual change, with constant shifting of case workers from one case load to another. There was little or no time for the case workers to handle their duty of visiting the families which had been newly assigned to them, and to handle their regular work load. For this reason, the case workers did not refer as many clients to the project as had been expected. (It will be recalled that one of the criteria for admission to the project was that the client's case worker had to recommend that he participate.)

There was a dearth of referrals to the project from about the

second year until the termination of the project. If there had been a constant flow of referrees, there would have been serviced at least another two hundred clients. As it was the project concentrated on offering intensive services to those clients who had already been referred, and on the few new clients who entered the project.

At the end of the second year, the County decided to terminate the project, both for the monetary reasons mentioned above, and because there were very few new clients accepted into the project in its second year. The Department of Health, Education and Welfare had already given tentative approval for renewal of the project for a third year, but this was precluded of course by the County's action.

The project ended its activities and transferred its clients back to their regular case workers at the close of business on June 30, 1966.

Evaluation of the project's effect.---The basic objective of Project BEES was to break the apparent trend toward economic dependency among youth in families receiving public assistance. Efforts directed at fulfilling this objective were as varied as the number of individuals served, and the multiplicity of needs encountered made the staff aware that specific goals must take into account each individual's own rate and capacity for change, to be realistic. Further, the achievement of the objective was often complicated by family attitudes and environmental conditions. In a very basic sense, it was felt that each of the youths who was referred to the project received some benefits, although often the most positive effect was to create a sense of personal responsibility through the simple fact that the staff was offering services to the individual. It was stated

by the staff that there were observable changes in the clients in their level of self-expectation and total ability to function both in society and on the job. It was also mentioned by the staff that the full effects of the project and its services might well take many years to come to full fruition. To determine whether or not economic independency has been fostered can not be done overnight. Using the observed positive changes in the clients, and adopting the maxim that change acts as a catalyst for change, one might extrapolate from the positive changes already seen and assume that further positive gains may continue to be realized in the future.

It has been generally observed by the staff members that any kind of change must necessarily be conducted over a long period of time. Those clients who participated in some of the activities of the project for its entire life of two years exhibited marked changes, which were not readily apparent in clients who had not been exposed to the services of the project for such a period of time. There was a great deal of vacillation noted in the clients over a period of time in the changes which they displayed. It was hypothesized that extraneous influences affected them adversely, causing them to regress to former patterns of behavior after periods of adequate functioning. The influence of the peer group and of the family might well be mentioned in this regard. Long term efforts would have a greater chance of assuring stabilization of change than would short term intensive efforts at change.

In attempting to glean some information about why the clients dropped out of school, it was found that many reasons were given. From the viewpoint of the project staff, the reasons which actually formed the foundation for dropping out of school may not have been those mentioned by the client at all. In examining the fundamental causes, the staff proposed three major causes for the clients' dropping out of school. These three causes are: Deprived economic and cultural conditions in the home with academic achievement never having been acquired as a value, lack of intellectual potential, and lack of adequate preparation in the basic subject matter (with specific concern for lack of reading ability). It was stated that the latter cause was the one cause which could be directly attacked now. This cause, which leads to such frustration and feelings of inadequacy in later grades is possibly the most important of the three causes. The first cause is, of course, supremely important, but there is no direct way in which it can be attacked. The second cause also remains unattackable at this time.

One of the most valuable experiences for the youth receiving services from Project BEES grew out of the fact that the youths were exposed to integration in a very positive manner. In the sense in which integration is used here, it extends beyond social integration to include acceptance of others who are handicapped, emotionally disturbed, or in some way or in many ways different from anyone the youth might have known prior to his experience with the Project. The clients at Project BEES learned that physical, mental, and racial differences did not mean that another person was incapable of achieving a goal or making a valuable

contribution to society. The clients began to realize that often they could learn much from another person simply because they were different.

CHAPTER III

SUMMARY AND CONCLUSIONS

General summary.--The schools of our nation have increased their holding power over the past generation to a point at which almost all of the students who enter the schools will complete their prescriber program of study. The realization that one's life may be directly influenced by the amount and type of education which one receives has made it mandatory for the majority of youths to remain in school until they can gain sufficient knowledge to prepare them for a suitable life's work. Unfortunately, however, there still remains a small segment of youths who, for various reasons, do not elect to stay in school. Our nation has now focused its attentions and its considerable resources on eliminating the tremendous waste of manpower and talent which is represented by these youths. One of many of the programs and projects which were initiated to delve into the problem of school dropouts was the Business, Education, and Employment Services Project of the Fulton County Department of Family and Children Services.

Of particular importance are those students who drop out of schools who derive from low-income families. It has been noted in many studies that there is a preponderance of youths from the lower socioeconomic levels

who became involved in criminal activities and non-constructive pursuits. Attempts to examine the causes of the dropout problem have often skimmed over the large number of lower-income dropouts, with the facile explanation that their lack of money was, if not the sole cause, at least the main cause. It is believed that there are a multiplicity of causes operating in any instance in which a youth reaches the decision to drop out of school.

The problem involved in this study was a binary one: (1) to describe in detail the operations of the Business, Education, Employment Services Project administered by the Fulton County Department of Family and Children Services, and (2) to relate the operations of the Project with the work previously done in this area and with the work now being conducted by various agencies in the immediate Atlanta area.

The major purpose of this study was to present a detailed description of the activities and operations of the Business, Education, and Employment Services Project. More specifically, however, the study purported:

1. To collect and order the findings of the Project with a view toward drawing inferences from and establishing general principles out of these findings.
2. To describe and analyze in detail the methods and materials used by the Project in its efforts to rehabilitate hard-core school dropouts.
3. To present representative cases as illustrative of the subjects encountered in the Project.
4. To describe in detail the subjects of the Project, including such items as intelligence quotients, ages, number of children in the home, court records, school records, projective tests results (of selected representative subjects), and other information relative to an adequate portrayal of the subjects.

5. To describe and analyze the interrelationships of the Project with other agencies and institutions in the Atlanta area.
6. To assess the relative effectiveness of the Project's activities in comparison with other agencies and institutions in the Atlanta area.

The case study method of research was used in this study to gather and to order the data resulting from the operations of the Project.

The procedures for conducting this study entailed the following steps:

1. Examining proposals and evaluative reports of the project.
2. Collecting and ordering the necessary data on the subjects.
3. Examining the interrelationships of the project with the other agencies and institutions in the Atlanta area.
4. Deriving findings, conclusions, implications, and recommendations in the proper form for the finished thesis.

Summary of related literature.--The review of related literature was made somewhat difficult owing to the relatively novel aspects of the Business, Education, and Employment Services Project. It was found to be necessary to restrict the survey to a relatively small portion of the many publications now available which concern themselves with school dropouts and their causes and cures.

The findings from the literature which was considered pertinent to this study are summarized as follows:

1. The National Education Association's Project: School Dropout, whose publications were edited by Daniel Schreiber, described some of the characteristics of school dropouts and suggested that there could never be a unitary answer to the problem of school dropouts.
2. The youth subculture which is said to exist in America plays a distinct role in the actions and beliefs of the youth of our country, influencing decisions and coloring beliefs. Lack of communication between and understanding of the differences inherent in the youth sub-culture and the larger adult culture are reasons cited for at least some of the school dropouts in our society.
3. A multidisciplinary approach to the problems of the school dropouts has proven to be the most productive of several alternatives avenues of attack on the problems.
4. Economic dependency is a product of lack of concern and interest on the part of the society in which it is found. Dependency can be attacked and, hopefully, eliminated by a concerted effort on the part of the citizens of a society aimed at the conditions and forces which work to cause dependency.
5. Special needs of youth are considered to be uppermost in the hierarchy of planning for improvement in the nation's manpower resources.
6. Youths with specific problems, such as welfare recipients, youthful offenders, and others, are shown to need special dispensation in order to be able to function on a level comparable to a youth who has no problem, but who is comparable in other respects.
7. Family instability and other factors which influence school leaving are pointed out as being factors which can be attacked, if only the proper means is used.

Summary of findings.--The findings as revealed in the content of this thesis are as follows:

1. A pilot project was conducted successfully prior to the initiation of the main project to correct any defects which might have been in the project design.
2. The project was initially conceived as containing both the aspects of Project BEES and the aspects of BEES-Biz, Incorporated, but due to funding technicalities, the final project was removed from the direct relation with BEES-Biz, Incorporated and functioned autonomously.
3. Some of the objectives which had been conceived for the project were found to be impossible to attain and were deleted from the scope of project efforts.
4. After a period of time during which procedures and methods were tried and tested, standard services were adopted and utilized with all clients of the Project.
5. Standard services included comprehensive medical and psychological examinations, counseling, case work, and special training directed toward improving the functioning of the clients in everyday activities.
6. Special services rendered to clients included instruction in personal hygiene, instruction in how to commute on a bus, birth control information dissemination, and structuring client-family interactions.
7. BEES-Biz, Incorporated's services included the provision of a work adjustment setting with the added touch of a sheltered workshop where the clients could learn to carry on satisfactory interpersonal relationships while at the same time learning a marketable skill.
8. BEES-Biz, Incorporated also conducted basic education classes for those who wished to attend after they had completed their work each day.
9. The majority of clients were referred to the Project by Fulton County Department of Family and Children Services. Of the total of 316 clients served, only twenty clients were referred from other sources.
10. There was an approximately equal number of white and Negro participants, but the females to males ratio showed a preponderance in the favor of the females.

11. Intelligence quotients were discounted as indicators of performance, but the obtained intelligence quotients were given for information only. The scores ranged from 35 to 124, with a large cluster of males scoring in the 65 to 94 range, and a large cluster of females in the 65 to 84 range.
12. Eight major categories of reason for dropping out of school showed that 64 per cent of the clients could be classified into the specified categories. A substantial portion (36 per cent) of the clients could not be classified into one of the eight categories.
13. Consideration of the schools from which the clients came indicated that the majority came from Atlanta and Fulton County Public High Schools.
14. Well over half of the clients came from homes where only the mother was present.
15. The majority of the clients came from relatively large families (from three to eight other siblings living in the home).
16. The majority of clients had attained the age of eighteen at the time of their entrance to the project.
17. Most of the clients had dropped out of the eighth and ninth grades.
18. A total of 124 of the clients had court records of offenses ranging from disturbing the peace to murder.
19. The clients were further described as coming from extremely depressed environments with little opportunity to better themselves without some assistance from outside sources. Housing conditions and diet of the clients were described as very poor for the majority.
20. A grant of forty-five dollars per month was paid to the grantee-relative of each client accepted into the Project, during the first year. In the second year of operation, the grant was increased to eighty dollars per month. Difficulties with budgeting were reported with the grantee-relatives and with the clients.
21. Interactions with other agencies were generally viewed as either good or excellent, with the notable exception being the State Department of Labor and the Job Corps in its initial operations.

22. The termination of the project was occasioned by three independent factors:
- a) The County did not wish to expend the ten per cent cash matching funds required by the Department of Health, Education, and Welfare to continue the Project.
 - b) Other programs which had been set up under the auspices of the Office of Economic Opportunity were beginning to become operational and were to offer services which were similar in nature to the services which were being offered by the Project.
 - c) The Department of Family and Children Services underwent a reorganization to reassign case workers and clients without regard to race. The reorganization caused a decrease in the number of referrals to the project, which severely curtailed operation of the project in its second year.
23. The evaluation of the project indicates that there was probably a great deal of good accomplished, but that there is no discernible way to measure the effects of the project except over a period of years.

Conclusion.--The conclusions which the writer has drawn from the material covered in this study are enumerated below:

1. There are no overriding general principles which can be used to provide a beneficial change in the school dropouts who constituted the sample examined in this study. Several inferences may be drawn, however.
 - a) A multidisciplinary approach to the problems of school dropouts appears to have greater effect in instigating beneficial change than unitary approaches.
 - b) The simple fact that an interest is taken in the dropout has, in itself, the effect of a catalyst for change.

- c) Recognition of the level of functioning of the youths is more important than intelligence quotient scores or other individual predictors taken alone.
2. The methods used by the Project to achieve the change that was assumed to take place were not novel ones. The innovative aspects of the methods were in the intensity with which they were practiced. Counseling, case work services, and other services were provided to the clients, but apparently on a higher level of amplification than that which had been provided in the past. The materials used by the Project were of the standard variety.
3. The illustrative case studies appended to the study present a relatively accurate image to the reader of the general type of client who was involved in the activities of the project.
4. Description of the subjects of the project indicate them to be inhabitants of severely deprived environments, who have had little opportunity to build up a repertoire of responses which would enable them to function adequately in the world outside their own neighborhood.
5. The interrelationships of the Project with the other agencies and institutions in the Atlanta area were found to have been relatively good overall, with the exception of the difficulty expositied concerning the State Department of Labor.
6. The effectiveness of the Project in relation to that of the other agencies and institutions seeking to perform similar functions was found to be adeauate, but specific measures of evaluation were not delimited, since it was believed that the effects of the services rendered would not manifest themselves for a rather extended period of time.

Implications.--The findings and the conclusions of this study suggested certain implications. The statements that follow present them.

1. The attempt which was undertaken by the Project was a worthy one, and its task was left unfinished. The authorities whose responsibility it is to act on the problem of school dropouts made a careful study of the

many merits and disadvantages of the Project, with a view toward modifying existing programs aimed at eliminating school dropouts.

2. Many of the lacks which were found to exist could possibly be fulfilled by the addition of greater personal involvement of counselors, social workers, and teachers with the students in the regular school.
3. It is highly probable that any program which takes a sincere interest in its clients and works to achieve the very best that it can for them would show a modicum of success in attaining its objectives.
4. It is probable also that the effects, if any, of the project would reach a wider range of dissemination than the clients served during the life of the projects. The families of the clients would also have received some of the services rendered by the staff of the project, and the assumption that changes did take place in the beliefs and behaviors of the clients would have a definite effect on those persons contiguous to the client in his social space.

Recommendations.--The findings, conclusions, and implications which grew out of this research would appear to warrant the following recommendations:

1. More extensive and intensive services should be rendered in the regular school setting to all students, and particularly students whose background, family situation, or total environment indicate that there could develop school-conflicting behaviors. Examples of these services would include counseling, both home and school social work, and economic improvement.
2. Any program which deals so directly with the school system should, if initiated in the future, allow for control of the program to rest with the school system, rather than with an agency whose primary task is not directly involved in the educative process.
3. Special considerations do need to be made for subjects whose background renders them emphatically different from "normal" students, whether in the schools or in other settings.

4. Future efforts aimed at reducing school dropouts should be channeled through one central authority which has not only responsibility for action, but the requisite authority to take the actions seen as necessary.

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Assistant Director of Personnel for a small manufacturing company, 1959-64; Assistant Director of Business, Education, Employment Services Project, 1964-66.

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Age 29, married.

APPENDIX

ILLUSTRATIVE CASE HISTORIES

Client A

The household of client A consists of his parents, eight other siblings and the child of one of the siblings. At present, only the two parents, the client, and two sisters (one of whom has a child of her own out of wedlock) are living in the home.

The family became known to the Welfare Department in 1948, when the mother applied for assistance, stating that she was pregnant and that her husband was unable to work. It was found that the family was eligible for assistance, and they have been receiving grants continuously since 1948,

As part of the normal routine of approving assistance grants, both parents were required to take both medical and psychological examinations. It was determined that both parents were physically healthy, but both were severely mentally retarded. The psychological report states that "the mother is functioning on the level of a six year old and the father on that of a five year old." Psychiatric evaluation of the father states that he is schizophrenic.

The home of the family in 1948 was a small chicken shack which had one room, measuring ten by fourteen feet, with a dirt floor and a tin roof. Although housing for the family has continuously improved, it has always been inadequate for the family. The upkeep of the dwelling has been neglected and unsanitary conditions have always existed.

The family has received contributions from many other sources, in

addition to the assistance payment from the County. The Red Cross, several churches, the schools, and the local newspaper have all assisted the family at various times. It was reported that the father made a practice of selling clothes donated to his daughters by the schools, and that he sold the goods received in "Thanksgivings baskets" which were prepared by local churches.

Acting on reports of incestuous activities taking place in the home (to which the father was reported as admitting) the Juvenile Court acted to remove the children from the home and to place them in foster homes. The client stayed in a foster home from age fourteen to his sixteenth birthday, when he was given the option of remaining in the home or returning to his parents. He elected to return to his parents. The two older daughters had previously been returned to the parents by the courts since no workable plan for their welfare could be devised. The older daughter had given birth to a child which she stated had been the result of a union with her father.

The client, who is now eighteen, remains in the home with his parents and his two older sisters, and the child of his older sister. The client holds the belief that he must fend for his family and work to provide additional support for them. The client related to his case worker that his older sister is now a prostitute and that his father often arranges dates for her. The client stated that at every opportunity he tried to put a stop to this activity on their part, using every means available to him, including force. The activity has not ceased and this knowledge apparently weighs heavily on the client.

The client was referred to the project at the age of eighteen. He was unemployed, although he had held a job as a mechanic's helper for a period of six months at a neighborhood garage, where his family's situation was well known. He was layed off when work declined at the garage. The client had dropped out of the eighth grade when he reached the age of sixteen. He had been regularly socially promoted by the school. The school records indicated that he made consistent grades of D and F, in all subjects. He had had extensive difficulties with the school authorities regarding discipline problems.

The client was referred to a psychologist for the usual battery of tests given to all new clients. He received scores on the Wechsler Adult Intelligence Scale of 87 on verbal, 111 on performance, and a full scale Intelligence Quotient of 97. This scoring indicated to the staff that there could be some basis for the client's attitude that he was "the only one able to take care of them" (his family). The psychological records revealed that the client had slightly more than usual directive tendencies, suggesting to the examiner that the client probably had some potential for leadership and that he enjoyed directing others in their activities. His Rorschach record was "qualitatively excellent." It was suggested that there was a great deal of unused and undeveloped potential in the client, but there was also a great deal of frustration present. There was also reported to be present a great deal of drive and it was suggested that this drive could be used positively if it could be properly channeled, and integrated into a meaningful short-term as well as long-term goal for the client.

The staff took into consideration all of the above information, along with information and views that had been obtained through personal interviews with the various staff members, and held a staffing on this client. It was decided that it would best serve the needs and interests of the client if he could be persuaded to vacate his role of "family protector", and to begin leading his own life. His interest in mechanics was reportedly strong, and his experience at the garage where he had worked for a time was reported to be good. In cooperation with the Division of Vocational Rehabilitation, a plan was worked out whereby the client could be sent to the North Georgia Trade and Vocational School, where he would receive further training in auto mechanics, while living in a residential setting removed from his constricted home. All fees and tuition were to be paid by the Division, while the project was to continue paying the monthly grant the client was receiving at the time.

The plan was presented to the client and he rejected it summarily. He stated that he could not desert his family since they needed him so desperately. Accordingly, alternate plans were worked out, built on the stated desire of the client to "get a good job so he could help out the folks." The staff reconsidered the client's background information, and then decided that since he had already had a satisfactory job placement that it would probably be a reasonable goal to attempt to find him a job which would fall within the scope of his interests. A job was located by the Job Placement Officer with a firm which made brake shoes for automobiles. The manager of the firm had worked previously with several youths who had demonstrated various problems.

The client worked at this job for some four months. He then came back to the project staff and informed them that he had been talking things over with his supervisor and had decided to reconsider the offer of training in mechanics which had been offered to him.

Arrangements were made, and the client entered the North Georgia Trade and Vocational School, where he remained until the time of closure of the project. Reports obtained from the director of the school indicated that the client was not doing as well as he could be doing, but that he was still trying to make up his great deficit in the academic preparation needed to allow him to function adequately in his field. The prognosis of the director was that the client would be able to finish his course, but that he would still have to enter the occupational field as a helper, and not as a full-fledged mechanic, due to his severe academic retardation.

Client B

This client is a sixteen year old male who was referred to the project by the Fulton County Juvenile Court. At the time of his referral, he was in the Juvenile Detention Section of the Fulton County Child Treatment Center.

The client had "quit" school at the age of fifteen because he was going to be expelled by the principal for truancy. The client stated that he simply did not go back to school after the principal told him that he was going to be expelled.

The client lived with his maternal grandmother in a crowded basement apartment with three younger siblings and one older sister, who was reported to be "wild" by the grandmother. The mother was an alcoholic who had mistreated the children and had had the children removed from her care and placed by the Juvenile Court with the grandmother. The mother still lived in the Atlanta area. The father deserted the family seven years prior to the removal of the children from the mother. He was reported to be living somewhere in Florida, but his exact whereabouts was not known.

The client had gotten a job with a man who ostensibly ran a floor finishing company. The client was to operate a floor sanding machine for the man. According to the Probation Officer, who referred the client to the project, the supposed operator of the business used his operation to cover up illegal activities. The man was subsequently arrested and charged with contributing to the delinquency of a minor, in addition to other charges. During his "employment" with this man, the client was arrested for attempted larceny of an automobile, along with

three other boys. The probation officer felt that the attitude of both the client and his grandmother was good and the client was released on probation with no court hearing. Two months later, the client was arrested for violation of the knife ordinance. Again, no court hearing was held and the client was released on probation. Two months later, the client was arrested for theft of two bicycles from homes in the fashionable northwest side of Atlanta. He was placed in detention for one month at this time, and then released again. One week later, he was arrested for burglary and placed in detention where he remained until he was released in custody of the project staff for their services.

The routine psychological examination which was provided for all clients was provided for the client. On the Wechsler Adult Intelligence Scale, the client scored 77 on the Verbal Scale, 84 on the Performance Scale, and received a full scale Intelligence Quotient of 79. The client's Rorschach record indicated that there was indication of frustration which had probably been built up through years of experiencing great hostility. He was shown to be an emotionally unresponsive person, tending to be aloof in the emotional sense as an ego-protective measure.

The staff of the project reviewed the findings of the psychologist and the information obtained from the available records and from personal interviews with several of the staff members. At a staff meeting, it was decided that due to the difficulties which the client had had with the legal authorities, that it would be better for him to be placed in a controlled environment where he could perhaps learn some adjustment

behavior. As mentioned in psychological evaluation, he was somewhat withdrawn and aloof from people. From the knowledge about the client which was available, the staff decided to place him with BEES-Biz for a period of time during which time he would be under the supervision of the BEES-Biz staff. There he would receive training in work adjustment and interpersonal relations. This plan was broached to the client, and he was satisfied with it. The client was transferred to BEES-Biz for their services.

After a period of seven weeks, during which the client came regularly for four weeks and sporadically for the remaining three weeks, the staff of BEES-Biz returned the client to the Project BEES staff, stating that the client was making no progress, and that he was not interested in taking part in the activities which they had to offer him.

The client was readmitted to the project and his case was reviewed by the staff. The client had mentioned that he would like to get a job so that he could have money for clothes and other necessary expenses. He stated that he gave all his money which he received from the project to his grandmother to assist with the household expenses. The staff checked on this and found it to be true. An effort was then made to find a job which would be suitable for the client to perform and which would pay him a reasonable salary. It was and is extremely difficult to find employment for sixteen year old youths, and it was especially difficult since the youth had a record of arrests with the Juvenile authorities. This information was not given to the prospective employers by the staff members, but by the client himself. It was found that the client was

extremely honest in all his dealings with people. This behavior caused some concern among the staff and several hypotheses were put forward to explain this behavior. One explanation proffered was that the client had little conception of right and wrong, and thus, did not need to concern himself with withholding any information about his activities. Another explanation given was that the client's rearing by his grandmother, who belonged to a very strict religion, was such that the client had been taught to be truthful regardless of the consequences. It was, of course, impossible to ascertain the basis for his behavior in our limited setting.

After numerous job contacts were made, the client was eventually placed in a hamburger shop as a cook, where he would not have to meet the public. His job was to cook the hamburgers so that they would be ready for the customers when they arrived. He was to prepare them in advance for sale. The client worked at this job for approximately three months, when he quit without notice to the employer. We contacted the client and asked him to tell us why he had decided to leave his job. He replied that it was summertime and he wanted to go swimming instead of cooking hamburgers. On contacting his employer, we were told that there was a shortage of approximately thirty dollars on the day that the client had quit his job, and it was suspected that he had taken it. No action was taken on this shortage by the employer, however.

Three days after leaving his job, the client was apprehended by the police for breaking and entering a school library. The probation officer called the staff and informed them that the Juvenile Court would again take custody of the client and place him in detention.

A report was made to the probation officer of the work which had been done with and for the client and a recommendation was made that psychotherapy be undertaken for the client. This recommendation was subsequently seconded by the Court psychologist and a psychiatric evaluation was made of the client. It was decided that psychotherapy would be a beneficial service to offer to the client and the Court then ordered that the psychotherapy be arranged for the client.

The client was tried and convicted and sent to training school where psychiatric treatment was begun.

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